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ABSTRACT

Local summer programs funded under the Summer Youth Employment and Training Program have added assessment of educational deficiencies and remedial education to their work experience programs, but the number of disadvantaged youth served and the intensity of the programs varied greatly. Evaluation data were gathered by telephone interviews with officials of 200 Service Delivery Areas (SDAs) in 43 states and the District of Columbia. Principal findings include the following: (1) remedial education greatly increased; (2) needs assessments were generally adequate; (3) while remediation serves some school dropouts (four percent), it is targeted to younger in-school youth (43 percent were under 16 years old), with many from welfare households (34 percent); (4) while pre- and post-program test results indicated gains in skills, overall program effectiveness could not be determined; and (5) overall program reductions were significant but anticipated due to the cost of adding the remedial programs. Matters for Congressional consideration include the following: (1) program evaluation; (2) definition of the amount of remediation that must be provided; and (3) assurance that all participants who need remediation receive it. Statistical data are included on nine tables and 29 graphs. The appendices include the following: (1) a list of service delivery areas (SDAs) surveyed; (2) a technical description of survey and sampling methodology; (3) summaries of remedial education provided by nine SDAs; (4) data supporting figures in the report text; and (5) a list of major contributors to the report. (FMW)

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United States General Accounting Office

GAO

Report to the Chairman, Subcommittee on Employment and Productivity, Committee on Labor and Human Resources, U.S. Senate

September 1988

SUMMER YOUTH JOBS PROGRAM

Congressional Action Has Increased Emphasis on Remedial Education

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United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-224035

September 30, 1988

The Honorable Paul Simon
Chairman, Subcommittee on Employment
and Productivity
Committee on Labor and Human Resources
United States Senate

Dear Mr. Chairman:

This report describes remedial education in the 1987 Summer Youth Employment and Training Program, funded under the Job Training Partnership Act. Specifically, it discusses how local programs implemented the requirement that youth be provided with remediation as part of the summer program. The report also contains matters for congressional consideration.

As requested by your office, we did not obtain comments on this report. Unless you publicly announce the contents of the report earlier, we plan no further distribution until 5 days from its issue date. At that time, we will send copies to the House Committee on Education and Labor, the Secretary of Labor, and other interested parties, and make copies available to others on request.

Sincerely yours,

Lawrence H. Thompson

Lawrence H. Thompson
Assistant Comptroller General

Executive Summary

Purpose

Despite the longest peacetime economic expansion in this century, disadvantaged youth continue to have what most experts consider unacceptably high unemployment rates. Deficiencies in reading, writing, and mathematics skills keep many such youth from getting and holding jobs that will lift them out of poverty. In 1986, to help address these problems, the Congress amended the Summer Youth Employment and Training Program, which is specifically targeted to disadvantaged youth, to require that local summer programs include assessment of educational deficiencies and remedial education, along with work experience. The Chairman of the Subcommittee on Employment and Productivity, Senate Committee on Labor and Human Resources, asked GAO to examine how the recently enacted requirement to provide remedial education in this program was being implemented.

Background

Authorized under title II-B of the Job Training Partnership Act, the summer youth program is administered by the Department of Labor, which provides general guidance and allocates funds to states and territories. They in turn fund individual local programs to pay youths' wages and provide a variety of services. In 1987, the first year for this remediation requirement, the summer program was funded at $636 million and served about 621,000 youth. The objectives of the summer program are to (1) enhance the basic educational skills of economically disadvantaged youth, (2) encourage them to complete school, and (3) familiarize them with the world of work.

Results in Brief

Localities expanded the use of remedial education in their summer youth programs as a result of the 1986 amendments. In 1987, the number of youth provided remedial education increased from 55,000 to 112,000 and the money spent on remediation expanded from $37 to $64 million. While every program surveyed provided some remediation, the number of youth served and the intensity varied greatly. The majority of programs reported plans to further expand remediation in 1988.

Programs said that they systematically evaluated the impact of remediation, and 60 percent of the administrators believed that remediation improved their summer programs. However, because of varying program goals and differing evaluation methods, GAO could not determine the overall effectiveness of enhanced remediation.

Local officials had anticipated that adding remedial education would require reductions in the number of youth served, the average hours of

work experience given each youth, or the number of worksites in the programs. Although such reductions were reported, they were less frequent than had been anticipated. The overall decrease in summer program funding likely also played a significant role.

Principal Findings

Remedial Education Greatly Increased

Compared with the 1986 summer youth programs, the number of remedial education participants more than doubled in 1987, and the total funds spent on remediation increased by 73 percent. Of programs that provided remediation in 1986, 67 percent increased the number of youth in such programs and 69 percent increased the share of their summer funds spent on remediation. These increases came in a year when funds declined for about three-quarters of all programs.

All programs surveyed provided some remediation, but the extent varied greatly. Participants receiving remediation ranged from 1 percent of those in the summer program in one locality to 100 percent in another. About 13 percent provided remediation to more than half of their participants, while 55 percent provided remediation to less than 20 percent of participants. About 20 percent of all participants received remediation. These youth received an average of 90 hours of remediation during the summer, again ranging from 5 hours in one local program to 280 hours in another.

Citing general satisfaction with the remediation component, about 70 percent of the programs planned to spend more money on remediation or provide remediation to more youth in 1988, while about 5 percent anticipated reductions.

Needs Assessments Generally Adequate

In changing the program, the Congress specified in the amendments that eligible participants' reading and mathematics skills be assessed. Labor informed local programs that all participants must be assessed. On average, program officials reported assessing about 90 percent of their participants. These assessments were critical in decisions on who would receive remediation, the officials said. Thirteen percent reported assessing fewer than 90 percent of participants, while a dozen assessed fewer than half. Reasons given for this included limiting assessment to youth (1) of certain ages or (2) in certain geographic locations, for whom

remediation was planned. A minority of programs experienced difficulty in the assessment process. For example, 9 percent reported problems in getting grades and test scores from local school systems.

Who Is Served?

While remediation (and the overall summer youth program) serves some school drop-outs, it is targeted to younger in-school youth, with many from welfare households:

- the average age was 16 (43 percent were under 16),
- 4 percent were school drop-outs, and
- 34 percent were from families receiving Aid to Families With Dependent Children.

Successes Reported but Effectiveness Unknown

Over three-fourths of the programs (79 percent) used pre- and post-program testing to evaluate progress. Most reported gains in math and reading skills and felt that remediation improved their summer programs. However, program goals and evaluation approaches varied widely, and certain programs' goals such as improved behavior or a more positive attitude were unmeasurable. Thus, the programs' overall effectiveness could not be determined. Other useful information was often lacking—only 39 percent of programs attempted to determine whether participants either returned to school or obtained jobs.

Overall Program Reductions Were Significant but Anticipated

Prior to the 1987 summer program, many local administrators anticipated service reductions in several aspects of their summer programs due to the cost of adding the remedial component. However, somewhat fewer programs actually reported making such reductions, as shown in table 1.

Table 1: Anticipated and Actual Program Reductions

	Reductions (percent of programs)	
Program element	**Anticipated**	**Made**
Hours of work experience	76	63
Number of worksites	52	40
Number of program participants	49	45

Matters for Congressional Consideration

Although most local program administrators believe the remediation component of the summer youth program has been successful, the component's actual effectiveness is unknown. The Congress may, therefore, wish to consider requiring Labor to evaluate all or a sample of summer youth remediation programs, using standardized educational achievement tests and testing procedures.

And, while nearly all service delivery areas have added remediation as required, the proportion of youth receiving services and the extent of these services vary greatly. Thus, the Congress may also wish to consider requiring that

- the Department of Labor define some minimal amount of remediation that must be provided during the summer and
- all youth in the program who need remedial education receive it.

Agency Comments

GAO did not obtain formal comments on this report. However, a draft was discussed with Department of Labor officials and their suggestions were considered.

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Abbreviations

AFDC	Aid to Families With Dependent Children
GAO	General Accounting Office
GED	general equivalency diploma
JTPA	Job Training Partnership Act
PIC	private industry council
SDA	service delivery area
SYETP	Summer Youth Employment and Training Program
WRAT	Wide Range Achievement Test

Introduction

Despite the longest peacetime economic expansion in this century, disadvantaged youth continue to have what most experts consider unacceptably high unemployment rates. These economically disadvantaged youth have chronically encountered difficulty in getting and keeping jobs that will lift them out of poverty, often because of deficiencies in reading, writing, or mathematics skills. Research also shows that academically deficient youth are more likely to drop out of school. The Summer Youth Employment and Training Program (SYETP), a federally funded job training program for economically disadvantaged youth, seeks in part to address these deficiencies.

Background

The objectives of SYETP are to (1) enhance basic educational skills, (2) encourage school completion, and (3) expose youth to the world of work. Economically disadvantaged individuals 14-21 years old are eligible to participate.

Authorized under title II-B of the Job Training Partnership Act (JTPA) (P.L. 97-300), the summer youth program is administered by the Department of Labor's Employment and Training Administration. Labor allocates money to states and territories, which in turn fund service delivery areas (SDAs) that operate the programs. The 1987 summer program was funded at $636 million and served about 621,000 youth. Funds are used for (1) wages and stipends to youth and (2) program services, such as staff and materials.

Remedial education had been a component of many local programs, but in 1986 the Congress amended JTPA to require that all SDAs spend at least some money for remediation. Beginning in 1987, local programs were required to assess the reading and mathematics skills of their participants and provide some level of remediation. The legislation does not require that any specific number of youth receive remediation or that any specific amount of funds be expended for remediation. Senator Paul Simon, Chairman of the Subcommittee on Employment and Productivity, Committee on Labor and Human Resources, asked us to review how the SDAs planned to provide remediation as part of their 1987 programs, their sources of assistance in doing so and any problems encountered in developing plans, what they expected the educational component to look

like, and how it compared with remedial education they may have provided in 1986 before enactment of the legislative requirement. In response to the request, we reported in June 1987[1] that

- local school districts were a primary source of advice and assistance to SDAs in overcoming planning obstacles as well as providing remediation services,
- the amount of money spent on remediation was expected to increase significantly and the number of youth receiving remediation to increase by more than 100 percent over the 1986 level, and
- SDAs considered the federal requirement to provide remediation to be appropriate but said it would cause reductions in other parts of the program.

Objectives, Scope, and Methodology

Subsequent to that report, the Subcommittee asked us to determine how SDAs implemented the requirement for remediation in their summer youth programs, how their actual programs may have differed from those planned, and what problems they encountered in providing remediation. To respond to this request, we interviewed program officials at 200 SDAs (listed in app. I) in 43 states and the District of Columbia.[2] These 200 were selected from a universe of 568 SDAs that planned to serve the same geographic area in 1987 as in 1986. Also, to compare SDAs with varying proportions of urban populations, we randomly selected SDAs from three groups with different percentages of population living in areas defined as urban by the Census Bureau. Sample selection, sampling errors, and survey development are described in more detail in appendix II.

We conducted interviews by telephone. In most cases, we interviewed the same person whom we had contacted for our previous report. This person had been identified by both the SDA director and himself or herself as the person most knowledgeable about the remedial education efforts in their summer youth program. In the few cases where the person originally contacted was no longer associated with the SDA or now functioned in a different capacity, we interviewed the individual who had assumed that position. We completed over 90 percent of our calls

[1]Job Training Partnership Act: Summer Youth Programs Increase Emphasis on Education (GAO/HRD-87-101BR, June 30, 1987).

[2]These were the same 200 SDAs that we contacted in our initial review of SDAs' plans to provide remediation. This enabled us to compare planned and actual services.

between December 7, 1987, and January 15, 1988. We used a combination of steps to verify, where possible, the accuracy of the information obtained in the interviews.

In addition, we conducted an extensive set of internal checks to locate inconsistencies or extreme values that indicated information that might have been inaccurately recorded. Where such inconsistencies were found, we made follow-up telephone calls for clarification. We also compared several kinds of data obtained through telephone interviews to data obtained in other parts of this review and the previous review.

To obtain a more complete picture of how remedial education was being provided, we visited nine SDAs (see fig. 1.1 for their locations). They were judgmentally selected after we considered such factors as geographic location, whether they had provided remediation prior to 1987, number and type of entities providing remediation, number of participants in the summer program and remediation, method of instruction used, the urban/rural mix of the population to be served, program funding levels, and estimated funding levels for remediation. Efforts by the nine SDAs to provide remediation for summer program participants are summarized in appendix III.

To better understand how the nine SDAs provided remedial education and to verify the accuracy and reasonableness of information we obtained, we conducted a series of structured interviews. Those interviewed included local officials responsible for administering the summer youth program, employers of youth in remediation, instructors in the remedial program, and participating youth. We also interviewed representatives of the private industry councils, which are SDAs' governing bodies, and observed remedial education classes and work sites.

After obtaining statistics on the numbers of program participants and demographic characteristics at both the SDA and state level, we compared this information and reconciled differences.

Our review was performed in accordance with generally accepted government auditing standards between June 1987 and June 1988.

As requested by the Subcommittee, we did not obtain formal comments on this report from the Department of Labor. However, a draft was discussed with Department officials and their oral comments were considered in finalizing the report. The summaries of the nine programs'

remedial components were also discussed with program officials, and we made changes where appropriate.

Figure 1.1: Locations of SDAs Visited by GAO

Job Training Partnership Act: Remedial Education in the Summer Jobs Program

The 1986 amendments to the Job Training Partnership Act were successful in getting local programs to expand the use of remedial education in their programs. In 1987, the number of youth receiving remediation more than doubled from the previous year, and the funding for remediation increased by 73 percent. For 1988, the majority of service delivery areas planned to expand their remedial components even more. Local school districts were instrumental in planning the programs and were the primary providers of remediation. Most SDAs were unable to serve all youth needing remedial education, in part because of transportation problems, inadequate funds, and lack of participant interest.

Most program participants were assessed to determine their educational needs, according to local programs, which systematically evaluated participants after remediation to determine its impact on the youth. For most youth, reading and math scores improved, the programs reported. But the lack of uniform standards, goals, and assessments made it impossible for us to determine the program's overall effectiveness.

Before starting the 1987 program, SDA officials anticipated that the remedial requirement would lead to reductions in numbers of youth to be served, hours of work available to the youth, and worksites. After the program was completed, many programs reported that these reductions did occur, but fewer programs than originally envisioned had to make such cuts.

Department of Labor's Role in Program Limited

Under JTPA, state and local governments have broad authority for decision-making and program operations. The Department of Labor provides guidance, and monitors and evaluates the operations of the local programs. Labor has neither evaluated nor collected any data on the remedial education component of the program. Although Labor has provided technical assistance to local programs, it has not provided guidance or standards as to the amount of remediation or the population of youth to receive remediation. Matters such as these are local prerogatives and decisions, in the view of Labor officials. Any attempt by Labor to expand its role, they said, would be usurping local discretion provided under the law. Labor has no plans to evaluate the remedial component nor does it plan to establish guidelines on the amount of remediation or the number of youth who should receive it.

Remediation Expanded Greatly; Further Increases Planned

SDAs reported they provided remediation to more youth and spent more of their title II-B funds in 1987 than in 1986. The reasons were that many SDAs offered remediation for the first time in 1987, and those that had offered it in 1986 increased their emphasis on remediation. In 1986, 57 percent of the SDAs provided remediation, while in 1987 all SDAs did. Of the SDAs that provided remediation in 1986, 68 percent increased the number of youth in remediation, and 69 percent increased the percentage of their title II-B allocation spent on remediation.

The number of youths that received remediation in 1987, 112,000, was more than twice the 55,000 in remediation in 1986, and represented about 20 percent of all youth in the summer program (compared with 8 percent in 1986). The increase occurred even though the title II-B allocation for the majority of SDAs had been cut. More than 75 percent of the SDAs received less in title II-B funds for their 1987 program, they said, than for 1986. Eighty-four percent of the SDAs served fewer youth in 1987 than in 1986. The average amount of II-B funds spent on remediation per youth declined from $773 in 1986 to $702 in 1987.

The percentage of youth receiving remediation varied significantly among SDAs (see table 2.1). The majority of SDAs (70 percent) provided remediation to fewer than 30 percent of participants, while 13 percent provided remediation to more than half. One SDA provided remediation to all participants because program officials assumed that all the youth would benefit from some aspect of an educational component. Another SDA provided remediation to 1 percent of its program participants.

Table 2.1: Distribution of Program Participants Receiving Remediation

Percent of participants receiving remediation	Percent of SDAs
10 or less	26
11 to 20	29
21 to 30	15
31 to 40	12
41 to 50	5
More than 50	13

Sixty-eight percent of the SDAs reported that they did not provide remediation to all program participants that they thought needed it. Most of these SDAs, which tended to be rural, said that transportation was a factor in their inability to do so. The refusal of youth to participate and a lack of funds to provide remediation also were frequently cited (by 35 and 36 percent of SDAs, respectively).

In aggregate, the increase in the number of youth receiving remediation in 1987 conformed closely to SDAs' expectations. SDAs had planned to provide remediation to about 116,000 (21 percent) of the youth in the summer program. Their increases in funding also were anticipated: SDAs spent $64 million on remediation in 1987, up from $37 million in 1986, thus increasing the percentage of their total II-B allocation from 5 to 12 percent. SDAs had planned to spend $67 million on remediation. Variations among SDAs in remediation expenditures are shown in table 2.2.

Table 2.2: Title II-B Funds Spent by SDAs on Remediation

Percent of title II-B funds spent on remediation	Percent of SDAs
10 or less	56
11 to 20	25
21 to 30	9
31 to 40	6
41 to 50	2
More than 50	2

Many SDAs (32 percent) supplemented their title II-B funding for the summer program from other sources. Fifteen percent of the SDAs reported using some of their states' 8-percent set-aside funds,[1] and one SDA funded its entire remedial education program with its title II-A funds. This allowed it to (1) meet a requirement that 40 percent of its II-A allocation be spent on youth and (2) provide work experience to more youth in the summer program.

The amount of remediation also varied. Youth received an average of 90 hours of remediation during the summer, ranging from 5 hours in one local program to 280 hours in another. Twenty-two percent of the SDAs provided fewer than 45 hours of remediation. (Youth receiving remedial instruction are pictured in fig. 2.1.)

SDAs planned to provide more remediation in their 1988 programs. Sixty-seven percent expect to provide remediation to more youth and 68 percent to spend a larger share of their total budgets. About 20 percent of the SDAs planned no change, while 5 percent would cut both the number of youth in remediation and the percentage of budget to be spent on it. In the remaining SDAs, officials did not know what changes, if any, they would make.

[1]Under JTPA, each state is required to use 8 percent of its title II-A allocation for education and training services to participants under title II.

Figure 2.1: Typical Remedial Education Classroom

Assessing Youths' Need for Remediation

According to the JTPA amendments of 1986, SDAs must assess the reading and mathematics skill levels of eligible participants and use program (or other) funds to provide basic and remedial education in accordance with their job training plans. The Department of Labor has informed SDAs that they should assess the reading and math skills of all youth in the summer program. SDAs reported that, on average, they assessed about 90 percent of the youth in their 1987 programs. About 15 percent of SDAs assessed fewer than 90 percent of the youth in their programs and 7 percent, fewer than half.

SDAs have discretion in determining which youth receive remediation. Some SDAs limited remediation to youth who were of a specific age or resided in a certain geographic location and assessed only those youth who would be considered for remediation. For example, as one SDA provided remediation to only 14- and 15-year-olds, it did not assess the reading and math skills of youth over 15. Another SDA, which served an eight-county area, planned to provide remediation to youth in only the two most populous counties because of the rural nature and related transportation problems of the other six counties. This SDA assessed the educational needs of the youth in only the two counties in which it planned to provide remediation.

Results of assessments were used by 86 percent of the SDAs to select the youth who would receive remediation. The various criteria used by SDAs to determine which youth receive remediation and the prevalence of such use are shown in figure 2.2.[2]

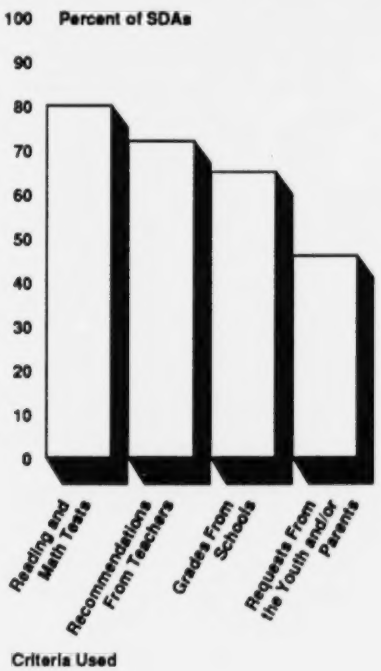
About 9 percent of the SDAs noted that they tried to get participants' grades from the school system for assessments, but the schools would not release the information. One SDA, anticipating difficulty in this area, had the youths sign a request for the needed information from the school. This enabled the program to get the needed information and eliminated any conflict over confidentiality or access to school records.

The nature of the assessments SDAs used also varied. While some SDAs conducted formal assessments or used school records, others used more informal means to select youth for remediation. For example, to determine whether out-of-school youth needed remediation, one SDA relied on a staff member's judgment of applicants' ability to fill out application forms and conduct themselves during interviews.

Youth who received remedial education were very similar to all youth in the summer program. For example, in both the summer program and its remedial component, the percentage of males and females was about equal, and there was about an equal percentage of school drop-outs (about 5 percent). Also, 16 was the average age of the youth in the summer program, as well as those in remediation. However, the educational component of the summer program served a greater percentage of youth under 16 than did the total summer program—43 versus 32 percent. Of the youth participating in the summer program, 33 percent were from families receiving AFDC, while 22 percent of those in remediation were

[2]See app. IV for the numerical values associated with this and other figures included in this report.

Figure 2.2: Criteria Used in Selecting Youth for Remediation



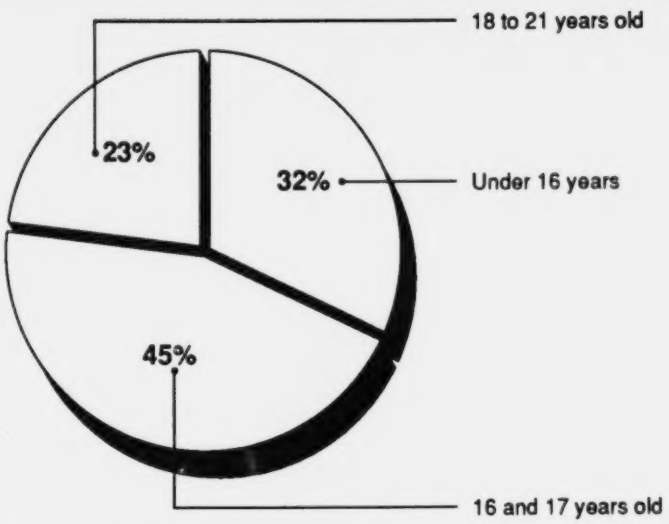
from such families. Characteristics of these populations appear in figures 2.3 and 2.4.

Local Schools Were Primary Providers of Remediation

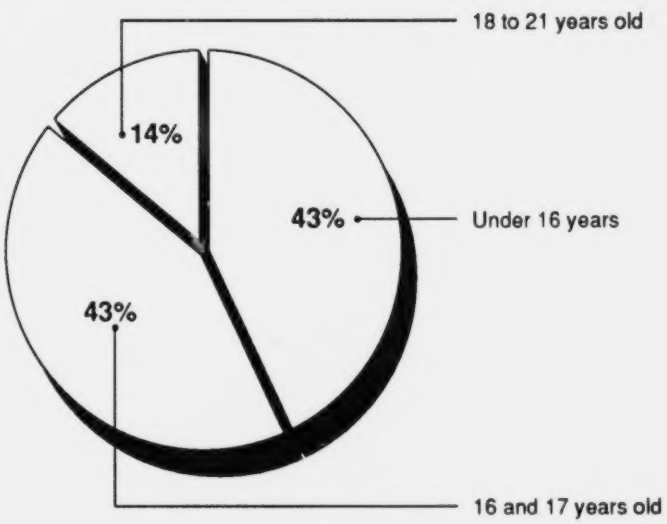
As forecasted, the SDAs used schools as primary remedial education providers. Nearly three-fourths of the SDAs indicated that local school districts provided at least some remedial education services, and nearly half of the SDAs said that they used them as the primary providers. Organizations cited as providing some remediation are shown in figure 2.5, and the primary providers of remedial education services in figure 2.6.

One SDA contracted with a Job Corps center in its service area to provide remediation. This was done primarily because the center had an education system in place, it was accessible, and the SDA wanted to join

Figure 2.3: Age of Summer Program and Remedial Education Participants



Summer Program



Remedial Education

Figure 2.4: School Status of Summer Program and Remedial Education Participants

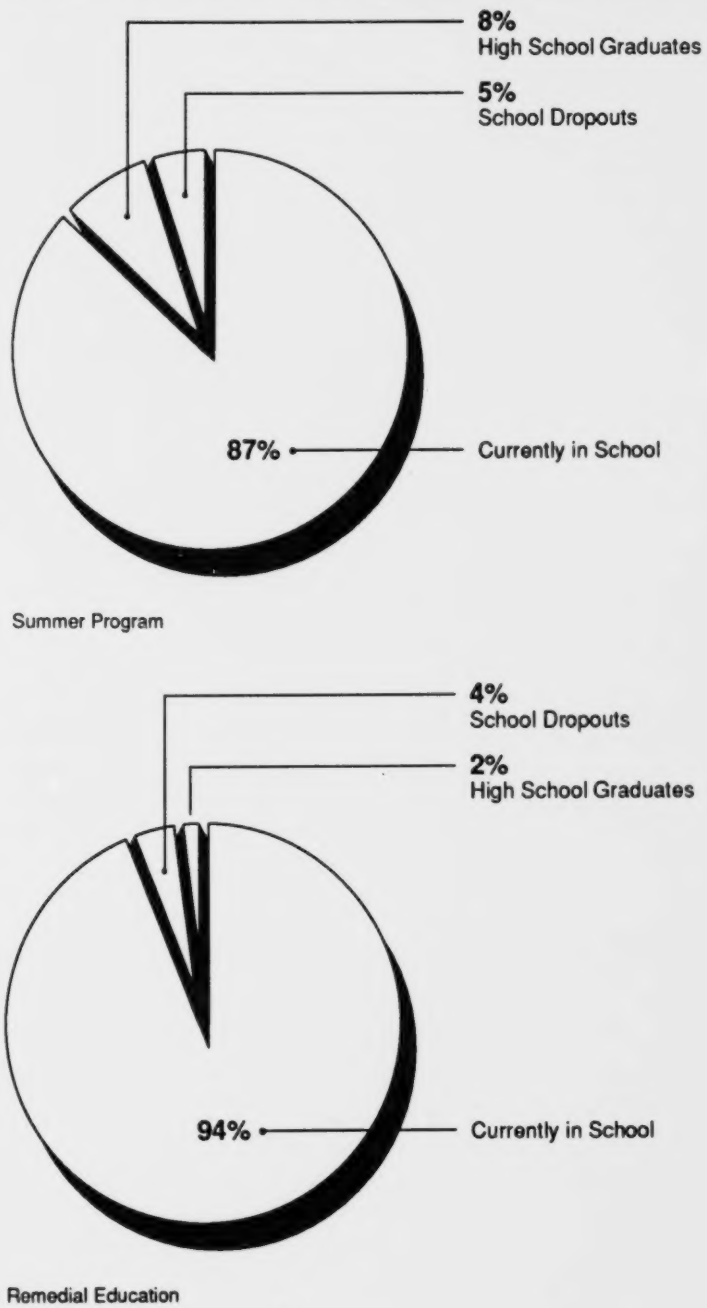


Figure 2.5: Organizations Cited as Providing Remediation

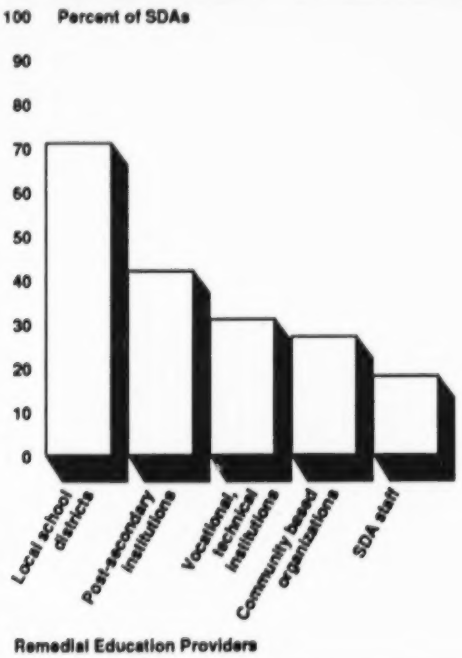
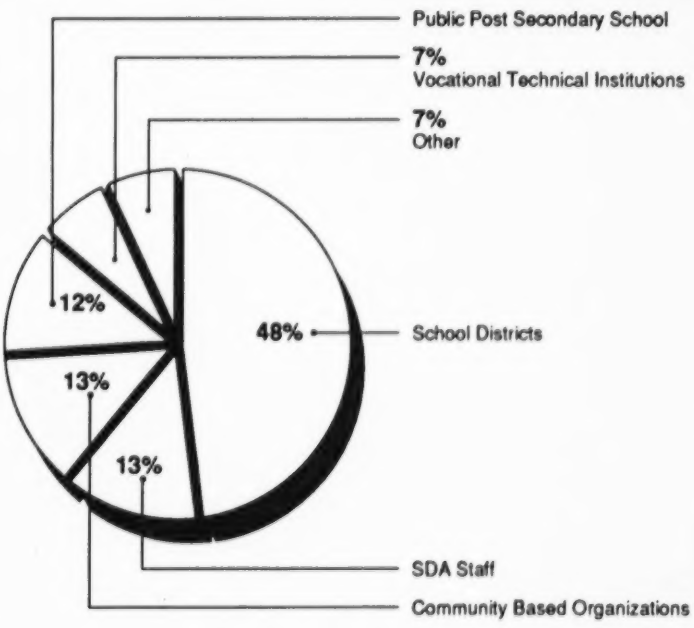


Figure 2.6: Organizations Cited as Primary Providers of Remediation
(Percentage of SDAs)



another federal program with a similar mission in operating a pilot program. Another SDA used the local school district's existing summer school program to provide remediation. Participants attended summer school classes with nonprogram youth.

Incentives Provided to Youth in Remediation

Because youth prefer work experience to remedial education, most programs provided incentives for participation in remediation, such as:

- 60 percent provided wages (on average, $3.35 per hour),
- 26 percent paid stipends (on average, $42.00 per week),
- 55 percent arranged for youth to get high school credit, and
- 46 percent required that youth participate in remediation to get a job.

In one case, an SDA that did not provide wages awarded points based on academic performance to program participants. The points could be used to obtain such items as gift certificates at restaurants of the youth's choice, paperback books, watches, cameras, sporting equipment, and clock radios.

Various Teaching Approaches Employed

SDAs used a variety of approaches in delivering remediation:

- 94 percent taught youth in group settings (see fig. 2.7, which shows instruction in a group setting);
- 77 percent taught youth individually; and
- 69 percent used both lecture and an individually paced approach.

How the SDAs characterized the content of their remedial programs is shown in figure 2.8.

About one-fourth (24 percent) of the SDAs provided some remediation at the worksites. In one SDA, youth were given a summer job to tutor other youth at their worksites.

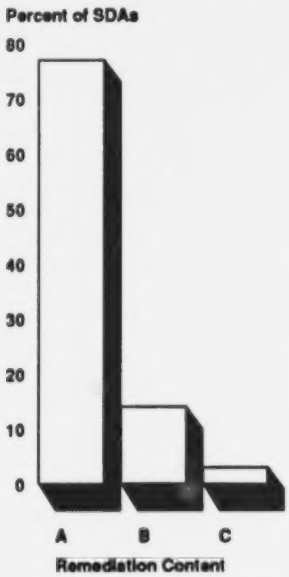
Many SDAs (about 70 percent) used computers as a tool in providing remediation—the same proportion that did so in 1986. On average, the SDAs reported that 53 percent of those in remediation used computers an average of 7 hours per week. One SDA conducted most of its remedial program with computers, each youth spending 2 hours per week for 6 weeks in computer learning. (Use of computers in remediation is depicted in fig. 2.9.)

Figure 2.7: Classroom Remedial Education Instruction

On average, SDAs maintained a student-teacher ratio of about 18 to 1, they said. In addition, SDAs used teachers' aides, making the average ratio of students to total staff, including teachers and aides, 14 to 1.

During the summer of 1987, SDAs provided about 90 hours of remediation per participant—13 hours in each of 7 weeks. The amount of remediation varied significantly amongst the SDAs and ranged from 5 to 280 hours during the summer program (see fig. 2.10).

Figure 2.8: Type of Remediation Provided



A=Primarily academic remediation

B=Remediation was focused on world-of-work issues

C=Provided remediation specific to the job each youth was placed in

SDAs Report Success, Satisfaction; but Effectiveness Unknown

Most SDAs (86 percent) reported that they systematically evaluated the impact of remedial education on youth and found that the majority of youth benefited from participation. Of SDAs that did such evaluations, 92 percent used pre- and post-program tests. Seventy-nine percent of the SDAs said that the majority of the youth improved their reading abilities and 76 percent that most youths' math test scores improved. Because of the differences in testing approaches, we were unable to determine the extent of gain from the SDAs in our sample.

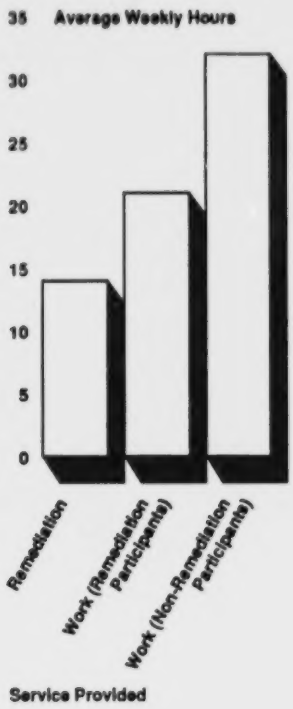
The effectiveness of the remedial component cannot be readily determined. In the absence of federal standards or goals, SDAs set their own goals for the remedial component of their programs. These goals are sometimes unmeasurable or difficult to attribute to the program. For example, the goals established by one SDA included improved behavior, a more positive attitude, and improved attendance upon returning to

Figure 2.9: Introducing Remedial Education Students to Computer Use

school. Another SDA set a program goal of deterring youth from dropping out by providing financial and psychological support. Also, SDAs that had quantifiable goals and tried to measure results used a variety of tests.

Nearly two out of five SDAs (39 percent) followed up on the youth after they completed the remediation component of the program (see fig. 2.11). Thirty-seven percent of the SDAs determined whether youth returned to school, and 23 percent sought to determine whether those in remediation were able to obtain a job.

Figure 2.10: Extent of Remediation and Work Provided



Programs Reduced Significantly, but Less Than Anticipated

Many SDA officials expected the 1986 remediation requirement to necessitate reductions in other aspects of their 1987 summer youth program. When contacted after completion of the 1987 program, a significant number of SDAs reported making these reductions. But the number was somewhat less than the number that indicated they planned to make these reductions.

In March 1987, the SDA officials said that as a result of the remediation requirement they expected to have to make certain cuts. These included reductions in the number of (1) hours of service provided to the community or employers, (2) worksites at which youth would be given work experience, and (3) youth who would participate in the summer work program. The percentage of SDAs that planned and actually made these program changes is shown in table 2.3.

Figure 2.11: Follow-Up by SDAs on Youth Who Received Remediation

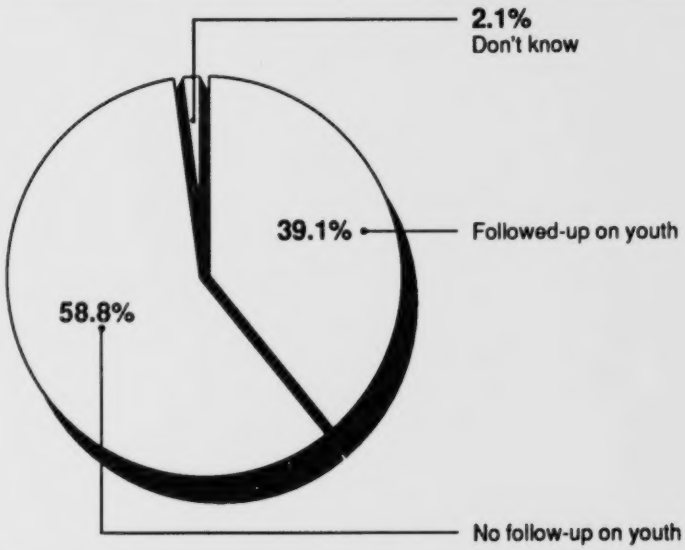
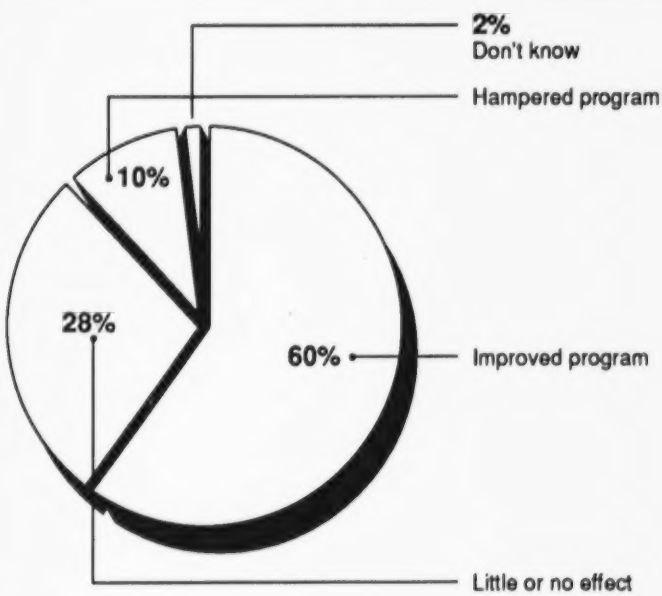


Table 2.3: Anticipated and Actual Reductions in SYETP Resulting From Remediation Requirement

Reductions in	Percent of SDAs	
	Changes planned	Actual changes
Hours of work experience	76	63
Number of worksites	52	40
Number of program participants	49	45

Although many SDAs noted making these changes, the majority expressed the belief that the remedial education requirement improved the overall program (see fig. 2.12). In addition, some SDAs noted that they made reductions in other aspects of their programs, but this was due to funding reductions rather than the remediation requirement.

Figure 2.12: Effect of Education Requirements as Reported by SDAs



Additional Insights From Nine Local Programs Visited

The nine SDAs we visited to better understand implementation of the mandatory remediation component were neither randomly selected nor large enough in number for us to project their activities to all SDAs. However, the visits did provide some additional insights.

- Programs in areas of low unemployment had difficulty attracting participants.
- Three programs provided remediation to all youth without respect to need.
- The amount of remediation provided varied greatly.
- Where post-program testing was done, large improvements were reported.
- SDAs with prior remediation programs experienced fewer problems.

One program that served an area with low unemployment rates experienced recruiting problems. During the summer of 1987, when the national unemployment rate was 6.0 percent, the SDA had an unemployment rate of 3.7 percent. This SDA emphasized recruitment of 14- and 15-year-olds for the program and the remedial education component. It planned to deal with its recruiting problem by increasing its payment to

youth as well as recruiting more 14- and 15-year-olds, who were too young to work at higher paying jobs. While the program paid its youth $3.37 per hour, a program official noted, a local fast food restaurant paid up to $5.

Some programs, because of their procedures in selecting youth for remediation, expanded education services to all youth without consideration of need. Three SDAs provided education to youth without first identifying youth with academic deficiencies. In two SDAs, this was done because of problems in obtaining school records. The third SDA provided remediation to all youth, noting that all participants would benefit from remediation.

The nature and duration of training varied considerably across SDAs. While most SDAs' remedial programs included reading and math, several added other components. One SDA devoted substantial efforts to developing participants' writing skills. Another offered a Job Corps-developed course, entitled World of Work, designed to enhance participants' employability skills. One SDA provided remediation to youth by having them tutor children in kindergarten through sixth grade. Two SDAs provided remediation solely through computerized training, while another contracted with the school system and gave youth stipends to take courses required by the school district in summer school.

Also, the extent of remediation varied considerably. Two SDAs offered 12 hours of remediation (computer-assisted only), while another program provided 42 hours of remediation.

Consistent with our survey data, the effectiveness of the remedial component at SDAs we visited was sometimes unknown. At two SDAs, none of the youths who received remediation were post-tested, while another tested about half of the youth before and after remediation. Where pre- and post-program testing was used, the results varied. For example, one SDA reported average reading gains of 2.4 grades (ranging from 0.6 to 6.0 grade levels), while another SDA reported a gain of about 1 grade.

SDAs that provided remediation prior to 1987 appeared to have less difficulty with their remedial component than did SDAs providing it for the first time. For example, an SDA that offered remediation before 1987 assessed all youth to determine their educational needs, provided remediation to those in need, used pre- and post-program testing to measure success, and planned no substantial changes in 1988. Another SDA,

offering remediation for the first time, was unclear as to how the remedial component should be designed and had difficulties providing remediation to all its youth. It had little information on the success of the educational component because of difficulties in post-program testing, and planned major changes in its 1988 summer program.

Conclusions

The SDAs have responded in varying degrees to the requirements of the JTPA amendments that money be spent on remedial education for summer program participants who are academically deficient. In 1987, many SDAs initiated a remediation program for the first time, while others that offered remediation prior to the requirement increased the amount of remediation they provided. Also, the majority of SDAs planned to further increase the number of youth to whom remediation is provided and the proportion of their budget to be spent on remediation in 1988. However, uncertainty persists over the effectiveness of the remedial component, the number of youth who should be receiving remedial education, and the amount of remedial education that should be provided.

Many localities have sought to measure the effectiveness of the remediation provided. Local programs have used several different testing instruments to obtain information needed for management decisions related to their programs. Most SDAs reported that the majority of the youth participating in the remedial education component experienced gains in reading and math. Because of the variations in program goals and testing approaches, however, it is not possible to determine the overall effectiveness of this program. Also, some of the gains reported by SDAs appear to be questionable, as in the case of one SDA reporting a reading gain of six grades during the summer.

Certain national-level program information is unavailable and not routinely collected. This is information that would allow measurement of the effectiveness of the program or assist the Congress and the Department of Labor in identifying areas that may need legislative or regulatory change. Because the majority of SDAs currently perform some type of testing, it would seem reasonable to expect programs to evaluate the effectiveness of their remedial components without disruption to the programs.

Many youth identified by local programs as needing remedial education are not getting it. The current legislation prescribes no minimal number or percent of youth to receive remediation. The Congress did, however,

require that SDAs assess the educational skills of eligible program participants to determine those needing remediation. Most SDAs assessed the educational needs of the youth, but nearly 70 percent reported they were unable to serve all youth they identified as needing remediation. The number of youth receiving remediation varied greatly among SDAs, with more than one-quarter providing remediation to less than 10 percent of program participants and about 10 percent of the programs providing remediation to more than half of the participants.

The amount of remediation provided in the program varied considerably, with some SDAs providing very little. Nearly one-quarter of the programs provided fewer than 45 hours during the entire summer. With programs offering such a limited amount of remediation, the benefit to youth from the program appears questionable. The Department of Labor has issued no requirements or guidance on the amount of remediation that SDAs should provide. However, the Job Corps program, which shares in the mission to enhance the academic skills of economically disadvantaged youth, provides youth with 20 hours of remediation per week. This is more than the average of 13 hours per week offered in the summer program and considerably more than that offered by those programs that offered only a few hours per week.

Matters for Consideration by the Congress

Although most local program administrators believe the remediation component of the summer youth program has been successful, the component's overall effectiveness is unknown. The Congress may, therefore, wish to consider requiring Labor to evaluate all or a sample of these programs' remediation components using standardized educational achievement tests.

And, although nearly all SDAs have added remediation to their programs, the proportion of youth receiving services varies greatly. Thus, the Congress may also wish to consider requiring that

- the Department of Labor define some minimal amount of remediation that must be provided during the summer and
- all youth in the program who are in need of remedial education receive such remediation.

Service Delivery Areas Surveyed by GAO

State	Service delivery area	
	Name	Location
Alabama	Mobile Consortium	Mobile
Arkansas	North Central	Batesville
	Northwest	Harrison
	Little Rock	Little Rock
	Southwest	Magnolia
Arizona	Cochise County	Bisbee
	Coconino County	Flagstaff
	Apache County	Flagstaff
	Gila-Pinal Consortium	Florence
	Navaho County	Holbrook
	Mohave-LaPaz Consortium	Parker
	Maricopa County	Phoenix
	Phoenix	Phoenix
	Pima County	Tucson
California	Golden Sierra Consortium	Auburn
	Kern, Inyo, Mono Consortium	Bakersfield
	Nortec Consortium	Paradise
	Humboldt County	Eureka
	Solano County	Fairfield
	Fresno Consortium	Fresno
	San Benito County	Hollister
	Merced County	Merced
	City of Oakland	Oakland
	San Bernardino County	San Bernardino
	Sonoma County	Santa Rosa
	Mother Lode Consortium	Sonora
	Carson, Lomita, Torrance Consortium	Torrance
	Mendocino County	Ukiah
	Yolo County	Woodland
Colorado	Boulder County	Boulder
	City of County of Denver	Denver
	Rural	Denver
	Weld County	Greeley
Connecticut	Meriden-Middletown	Meriden
	Northeast: Danielson-Willimantic	North Windham
DC	Single State SDA	Washington
Delaware	Single State SDA	Newark

(continued)

State	Service delivery area	
	Name	Location
Florida	Heartland	Lakeland
	Lee County	Ft. Myers
	North Central	Gainsville
	Northeast	Jacksonville
	Brevard County	Merritt Island
	Charlotee, Collier, Glades, Hendry	Naples
	Withlacoochiee	Ocala
	Northwest/Escambia County	Pensacola
	Gadsden, Jefferson, Leon Counties	Tallahassee
	City of Tampa	Tampa
	Flagler, Lake, Volusia Counties	Tavares
Georgia	Northeast Georgia	Athens
	Metropolitan Atlanta	Atlanta
	West Central Georgia	Griffin
Hawaii	County of Hawaii	Hilo
Idaho	Clearwater	Moscow
	Southeast	Pocatello
Illinois	St. Clair County	Belleville
	Champaign Consortium	Champaign
	Macon and Dewitt Counties	Decatur
	South Central SDA	Greenup
	Will County	Joliet
	LaSalle County	Ottawa
	Tazewell County SDA	Pekin
	Land of Lincoln Consortium	Springfield
Indiana	Hoosier Falls	Jeffersonville
	Southeastern Indiana	Madison
	East Central	Portland
Iowa	SDA 13	Council Bluffs
	SDA 1	Postville
	SDA 4	Sioux City
	SDA 7	Waterloo
Kansas	SDA III	Kansas City
Kentucky	Northern Kentucky	Florence
	Eastern Kentucky	Hazard
	Bluegrass Area	Lexington
	City of Louisville/Jefferson County	Louisville
	North Central Kentucky	Louisville
	Northeast Kentucky (TEN-CO)	Maysville
	The Cumberlands	Russell Springs

(continued)

State	Service delivery area	
	Name	Location
Louisiana	East Baton Rouge Parish	Baton Rouge
	St. Charles Parish Consortium	Hahnville
	Sixth Planning District Consortium	Jena
Maine	Cumberland County	Portland
Maryland	Susquehanna Region	Havre de Grace
	Southern Maryland	La Plata
	Montgomery County	Rockville
	Prince George's County	Seat Pleasant
	Lower Shore	Snow Hill
Massachusetts	Boston	Boston
	City of Brockton	Brockton
	Northern Worcester	Gardner
	Franklin and Hampshire Counties	Greenfield
	Northern Middlesex County	Lowell
	Metro South/West	Norwood
	Hampden County	Springfield
	Southern Worcester	Worcester
Michigan	Lake, Mason, Mecosta, Newaygo, etc.	Big Rapids
	Central Upper Peninsula - Six County	Escanaba
	Genessee and Shiawassee Counties	Flint
	Hillside, Jackson, Lenawee Counties	Jackson
	Huron, Lapeer, Sanilac, Tuscola	Marlette
	Muskegon and Oceana Counties	Muskegon
	Greater Pontiac	Pontiac
	Northwest Lower Michigan	Traverse City
Minnesota	Rural Minnesota CEP, Inc. SDA #2	Detroit Lakes
	City of Duluth SDA #4	Duluth
	South Central SDA #7	Mankato
	City of St. Paul SDA #11	St. Paul
	Northeast: SDA #3	Virginia
Mississippi	Gulf Coast Business Services Corp.	Gulfport
Missouri	SDA 13: St. Louis County	Clayton
	SDA 5	Fulton
	SDA 15	Hillsboro
	SDA 4	Sedalia
	SDA 8	Springfield
Montana	Concentrated Employment Program Area	Helena
	Balance of State	Helena

(continued)

State	Service delivery area	
	Name	Location
Nebraska	Greater Lincoln	Lincoln
	Greater Nebraska	Lincoln
	Greater Omaha	Omaha
New Hampshire	Hillsborough County	Concord
New Jersey	Gloucester County	Deptford
New Mexico	Albuquerque/Bernalillo County	Albuquerque
New York	Ontario/Seneca/Wayne/Yates Counties	Canandaigua
	St. Lawrence County	Canton
	Cayuga/Cortland/Tompkins Counties	Cortland
	Oswego County	Fulton
	Genessee/Livingston/Orleans/Wyoming Counties	Genesee
	Chenango/Delaware/Otsego Counties	Hamden
	Columbia/Greene Counties	Hudson
	Sullivan County	Monticello
	New York City	New York
	Clinton/Essex/Franklin/Hamilton Counties	Plattsburgh
	Balance of Monroe County	Rochester
	Jefferson/Lewis Counties	Watertown
North Carolina	City of Charlotte/Mecklenburg County	Charlotte
	Central Piedmont Employment and Training	Durham
	Wake and Johnston Counties	Raleigh
Ohio	City of Cincinnati: SDA 8	Cincinnati
	Franklin County: SDA 16	Columbus
	Butler County: SDA 6	Hamilton
	Morrow/Ashland/Richland/Knox Counties: SDA 14	Mansfield
	Columbiana and Mahoning Counties: SDA 30	Youngstown
Oklahoma	Northwest	Beaver
	Southwest	Burns Flat
	Southern	Durant
	Central	Oklahoma City
	East Central	Shawnee
	Tulsa City/Tulsa/Creek/Osage Counties	Tulsa
Pennsylvania	Lehigh and Northampton Counties	Allentown
	Armstrong, Butler, Indiana Counties	Butler
	Adams and Franklin Counties	Chambersburg
	Bucks County	Doylestown
	Beaver County	New Brighton

(continued)

State	Service delivery area	
	Name	Location
	City of Pittsburgh	Pittsburgh
	Berks County	Reading
	Six Counties (Sixco)	Ridgway
	Northern Tier (Bradford/Sullivan, etc.)	Towanda
Rhode Island	Balance of State	Providence
South Carolina	Single Statewide	Columbia
Tennessee	SDA #7	Algood
	SDA #5	Cleveland
	SDA #13	Dyersburg
	SDA #14	Memphis
	SDA #8	Nashville
Texas	Panhandle	Amarillo
	Rural Coastal Bend	Beeville
	Central Texas	Belton
	Cameron County	Brownsville
	Middle Rio Grande	Carrizo Springs
	Balance of Dallas County	Dallas
	Texoma	Denison
	Hidalgo/Willacy Counties	Edinburg
	Upper Rio Grande	El Paso
	Fort Worth Consortium	Forth Worth
	Balance of Harris County	Houston
	Balance of Gulf Coast	Houston
	East Texas	Kilgore
	South Texas	Laredo
	Permian Basin	Midland
Utah	Davis County	Farmington
	Central (Six County)	Richfield
	Uintah Basin	Roosevelt
	Salt Lake and Tooele Counties	Salt Lake City
Virginia	New River/Mount Rogers Employment and Training	Abingdon
	Alexandria/Arlington Job Training Consortium	Arlington
	Northern Virginia Manpower Consortium	Fairfax
	ONE Inc.	Lebanon
	Bay Area Job Training Consortium	Warsaw
Washington	The Pacific Mountain Consortium: SDA 2	Olympia
	Olympic Consortium: SDA 1	Port Orchard
	The Seattle-King County PIC: SDA 5	Seattle

(continued)

State	Service delivery area	
	Name	Location
	The Pentad: SDA 8	Wenatchee
	Tri-Valley Consortium SDA 9	Yakima
West Virginia	Balance of State	Charleston
Wisconsin	Northwest Wisconsin: SDA 9	Ashland
	Western Wisconsin: SDA 16	LaCrosse
	North Central Wisconsin: SDA 13	Madison
	West Central Wisconsin: SDA 11	Menomonie
	Southwestern Wisconsin: SDA 15	Monroe
	WOW Job Training Partnership: SDA 12	Waukesha
	Central Wisconsin: SDA 10	Wisconsin Rapids

Technical Description of GAO's Survey and Sampling Methodology

This appendix contains a technical description of our interview survey design, pretesting of the interview survey, selection of the sample, and calculations of sample errors.

Interview Survey Design

During December 1987 and January and February 1988, GAO administered a standardized telephone interview using the computer-aided telephone interview technique to a random sample of 200 local programs—service delivery areas. This random sample was the same as the first sample of SDAs included in our June 1987 report. We spoke to the same program officials whom we contacted during our previous effort. These officials had been designated by the SDA directors as the most knowledgeable about their remedial education efforts in their particular program.

The interview survey was designed primarily to obtain facts about how and to what extent remedial education was provided in their 1987 program. We also asked several questions that called for opinions, such as why certain actions were taken and how important these actions were.

The survey instrument was pretested with five of the summer youth programs in our random sample. Trained GAO staff administered the questionnaire to the program administrators over the telephone. We noted any difficulties the respondent had in answering questions and made changes accordingly.

Sampling SDAs

Prior to selecting a random sample, we identified a universe of 568 SDAs that served the same geographic area in 1987 that they served in 1986. We also wanted to determine whether SDAs with different population density may have implemented the remedial education requirement differently. To test for these differences, we stratified our random sample into urban, suburban, and rural SDAs, based on 1980 census data. Table II.1 shows how our sample was stratified:

Table II.1: GAO Sample Stratification

Population density	Universe size	Sample size	No. of respondents
Urban	278	83	83
Suburban	233	79	79
Rural	57	38	38
Totals	**568**	**200**	**200**

Sampling Errors

We projected our survey results from a sample to the universe of all SDAs. Each projection, however, has a sampling error associated with it. A sampling error is the most an estimate can be expected to differ from the actual universe characteristics.

Sampling errors usually are stated at a specific confidence level, 95 percent in this case. This means that the chances are 95 out of 100 that, if we surveyed all the SDAs, the results would differ from the estimates we have made by less than the sampling error of that estimate.

For this survey, the sampling error for each estimate does not exceed plus or minus 5.6 percent for any categorical question and plus or minus 9.1 percent for any question stratified by population density. An example of the sample errors for one of the questions we asked is presented in table II.2.

Table II.2: Sample Error Estimate for Categorical Question (How Many SDAs Provided Remediation Pricr to 1987?)

Figures are percents

Population density	SDAs that provided remedial education before 1987	Sample error
Urban	66	±8.5
Suburban	48	±9.0
Rural	40	±9.1
Total	**56**	**±5.6**

The sample error estimates for questions that have a continuous range of answers, such as the average number of participants, vary widely. Table II.3 lists the average answer for several key questions and sample error (at the 95-percent confidence level) associated with it.

Table II.3: Sample Error Estimate for Continuous Questions (Program Costs and Participation)

	1986		1987	
	Estimate	Sample error	Estimate	Sample error
Total SYETP:				
Total cost	$710	±$160	$523	±$57
Average cost per SDA	$1.3	±$0.3	$.93	±$.10
Total participants	671,000	±214,000	559,000	±174,000
Average participation	1,190	±380	980	±310
Average cost per youth	$1,233	±$36	$1,280	±$44
Remedial education in SYETP:				
Total cost	$37	±$10	$64	±$12
Average cost per SDA	$118,000	±$31,000	$123,000	±$23,000
Total participants	55,000	±14,000	112,000	±21,000
Average participation	170	±44 200	±40	
Average cost per youth	$755	±$110	$700	±$80

Verifying Responses

Questions that asked for substantive data, such as the number of participants, demographic characteristics, and cost data, were checked for consistency with each other. Some of the answers were also compared to those given to related questions in our previous review for consistency. Also, we visited nine SDAs where we observed the program operations. The information obtained at these SDAs was compared to that received from the telephone interviews. Also, certain information on the number of youth in the summer program and remediation, as well as the demographic characteristics of these, was obtained from the state data base. Any discrepancies from these comparisons or figures that were out of an expected range were reconciled by further discussions with program or state officials. Our program-wide estimates were consistent with data available at the Department of Labor.

Remedial Education Provided by Nine SDAs Visited by GAO: Summaries

We visited nine service delivery areas to obtain a more complete picture of how remedial education was provided in their 1987 Summer Youth Employment and Training Program. These SDAs were judgmentally selected after we considered several factors. Among these were geographic location, whether they had provided remediation prior to 1987, the number and type of entities providing remediation, the number of participants in the summer program and in remediation, the method of instruction used, the urban/rural mix of the population to be served, program funding levels, and estimated funding levels for remediation.

We conducted structured interviews with the officials responsible for administering the summer youth employment program, representatives of the private industry councils, employers of youth in remediation, instructors in the remedial program, and participating youth. The information contained in the following summaries is based primarily on these interviews. Characteristics of the nine SDAs are charted in table III.1. We also observed remedial education classes and worksites, and obtained statistics on the number of program participants and their demographic characteristics (see table III.2) at both the SDA and state level.

The efforts of the nine SDAs to provide remediation as part of their SYETP are described in this appendix.

Table III.1: Profiles of SDAs Visited by GAO

SDA characteristics	Flagstaff, AZ	Harrison, AR
Area served	1 county	9 counties
Area population	70,000	350,912
1987 summer unemployment rate (percent)	9.4	4.0
Provided remedial education in 1986	No	Yes
No. of youth served in 1987	99	655
No. of youth receiving remedial education	92	150
Percent of youth served	(92.9)	(22.9)
Total SYETP funding allocation	$205,000	$569,000
Total remedial education cost	$79,000	$224,000
Percent of total allocation	(38.5)	(39.4)
No. of remedial education providers	2	1
Type of remedial education providers	SDA and vocational training inst.	SDA

Bakersfield, CA	North Windham, CT	Fort Myers, FL	Ottawa, IL	Pittsburgh, PA	Carrizo Springs, TX	Farmington, UT
3 counties	18 towns	1 county	4 counties	City of Pittsburgh	9 counties	1 county
487,000	125,000	241,000	181,000	390,000	144,000	175,000
9.3	3.7	4.0	9.7	6.6	16.6	5.4
Yes	Yes	No	Yes	No	No	Yes
1,743	315	312	388	1,835	815	100
859	28	86	84	243	815	49
(49.3)	(8.9)	(27.6)	(21.6)	(13.2)	(100.0)	(49.0)
$1,900,000	$378,000	$292,790	$555,000	$1,759,000	$904,513	$152,000
$219,000	$91,000	$50,000	$32,479	$13,964	$159,087	$59,500
(11.5)	(24.1)	(17.1)	(5.9)	(0.8)	(17.6)	(39.1)
13	2	1	5	1	1	1
8 school districts, 3 colleges, 2 county agencies	Community-based organization	School district	SDA, 2 school districts, 2 community colleges	School district	SDA	Job Corps

Table III.2: Participant Demographic Profiles of SDAs Visited by GAO

Participant characteristic	Flagstaff, AZ	Harrison, AR
Total served	**99**	**655**
Age and sex:		
Average age	17.3	15.2
Total male (% of total)	48 (48.5)	342 (52.2)
Total female (% of total)	51 (51.5)	313 (47.8)
School status:		
Elementary/secondary school student—no. (% of total)	75 (75.9)	658 (97.4)
High school graduate or GED—no. (% of total)	13 (13.1)	14 (2.1)
Postsecondary school student—no. (% of total)	4 (4.0)	0
School dropout—no. (% of total)	7 (7.1)	3 (0.3)
Ethnicity:		
White (non-Hispanic)—no. (% of total)	31 (31.3)	641 (97.9)
Black (non-Hispanic)—no. (% of total)	8 (8.1)	10 (1.5)
Hispanic—no. (% of total)	15 (15.2)	3 (0.5)
American Indian—no. (% of total)	45 (45.5)	1 (0.2)
Asian—no. (% of total)	0	0
Filipino/other—no. (% of total)	0	0
Receiving public assistance—no. (% of total)	8 (8.1)	62 (9.5)
Type of assistance:		
AFDC	[a]	62
General	[a]	0
Refugee	[a]	0
SSI	[a]	0
Food stamps	[a]	0
Other	[a]	0

[a]Three states—Utah, Arizona, and Florida—indicated whether participants received assistance but not the type of assistance provided. Pennsylvania did not indicate the type of assistance for all participants receiving assistance.

Bakersfield, CA	North Windham, CT	Fort Myers, FL	Ottawa, IL	Pittsburgh, PA	Carrizo Springs, TX	Farmington, UT
1,743	**315**	**312**	**388**	**1,835**	**815**	**100**
16.0	15.3	15.5	16.9	17.3	15.7	16.6
918 (52.7)	175 (55.6)	135 (43.3)	223 (57.5)	844 (46.0)	407 (49.9)	55 (55.0)
825 (47.3)	140 (44.4)	177 (56.7)	165 (42.5)	991 (54.0)	408 (50.1)	45 (45.0)
1,621 (93.0)	306 (97.1)	276 (88.5)	301 (77.6)	1,125 (61.2)	788 (96.7)	82 (82.0)
43 (2.5)	2 (0.6)	8 (2.6)	41 (10.6)	433 (23.6)	27 (3.3)	10 (10.0)
28 (1.6)	2 (0.6)	6 (1.9)	22 (5.7)	146 (8.0)	0	0
51 (2.9)	5 (1.6)	22 (7.1)	24 (6.2)	133 (7.2)	0	8 (8.0)
506 (29.0)	232 (73.7)	30 (9.6)	345 (89.9)	179 (9.8)	19 (2.3)	73 (73.0)
438 (25.1)	5 (1.6)	233 (74.7)	19 (4.9)	1,645 (89.6)	5 (0.6)	1 (1.0)
704 (40.4)	71 (22.3)	49 (15.7)	12 (3.1)	8 (0.4)	791 (97.1)	17 (17.0)
35 (2.0)	4 (1.3)	0	1 (0.3)	2 (0.1)	0	0
55 (3.2)	3 (1.0)	0	11 (2.3)	1 (0.1)	0	9 (9.0)
5 (0.3)	0	0	0	0	0	0
738 (42.3)	144 (45.7)	259 (83.0)	103 (26.5)	1,246 (67.9)	626 (76.8)	16 (16.0)
533	125	[a]	89	1,185	187	[a]
0	10	[a]	3	59	0	[a]
0	0	[a]	0	[a]	0	[a]
43	9	[a]	17	[a]	53	[a]
513	0	[a]	0	[a]	621	[a]
2	0	[a]	71	[a]	0	[a]

Flagstaff, Arizona

Profile:	
1987 SYETP	
Administrative entity:	Coconino Career and Training Center
Geographic area served:	Coconino County
Summer unemployment rate:	9.4 percent
Funding level:	$205,000
Number served:	99
1987 Remedial Component	
Had prior remediation:	No
Provider:	Coconino Career and Training Center; vocational training institute
Assessment tools:	Standardized test
Cost:	$79,000
Number served:	92
Average hours per person:	64
Youth paid to attend:	Yes - $3.35 per hour
Evaluation:	No formal process

The Coconino Career and Training Center in Flagstaff administers JTPA programs for Coconino County in northern Arizona. Coconino County, classified by the state as rural, has a population of about 70,000 and an unemployment rate of about 11 percent, according to the Center's staff.

The Center added a remedial education component to its summer program in response to the JTPA amendments, the Center Program Administrator told us. The objective of the summer program was to motivate youths to maintain academic standards through the summer by using a nontraditional classroom approach in addition to providing work experience. The summer program's goals, as outlined in the Center's operating plan, included having the youths

- maintain their end-of-academic-year performance in reading and math,
- maintain their motivation to complete school,
- develop employability and basic living skills, and
- develop writing skills that will become a functional part of their working and personal lives.

Assessment and Selection for Remedial Education

The Center used the Wide Range Achievement Test (WRAT) to assess the reading and math skills of all its SYETP participants. Initially, the Center had planned to use school records to assess the remedial needs of its applicants but found that the schools used various assessment instruments and conducted their testing at different times during the year. To have a uniform assessment, the Center staff administered the WRAT themselves at the time the youths submitted their applications.

The Center's SYETP participants were given instruction regardless of their WRAT score. It was assumed that all participants would benefit from some aspect of the instruction component, the Program Administrator explained, particularly in light of the nontraditional nature of the instruction. The Center therefore decided to have all youths accepted into the SYETP participate in the education portion of the program. The only exception was for seven severely handicapped youths located in Flagstaff, who the Center staff determined during assessment would not benefit from the program or would disrupt training sessions. These youths were placed at worksites for the duration of the SYETP.

Of the 92 youths participating in remedial education, 8 or 8.7 percent were receiving some form of public assistance. Other characteristics of the youths in remedial education are presented in figures III.1 and III.2.

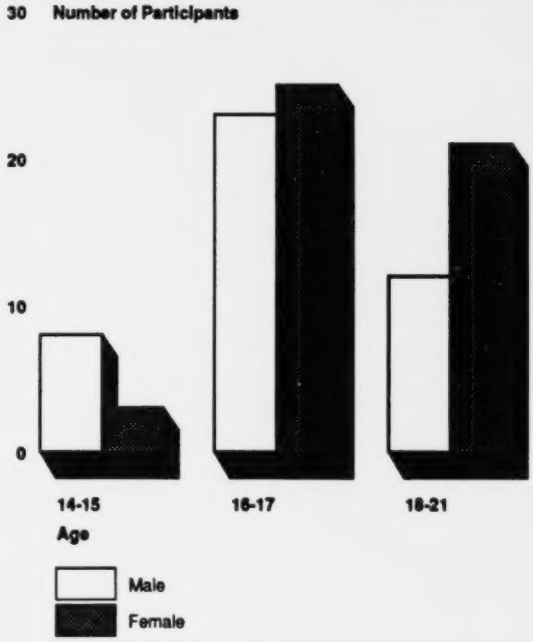
Providing Remedial Education

While for the majority of its SYETP participants the Center conducted the remedial classes, it contracted for remediation for youths in outlying areas. The Center operated the Flagstaff segment of the summer program, supplementing its staff with temporary instructors and facilitators hired by the Center. In addition, the Lake Powell Institute, a vocational training facility located in Page, conducted the Page and Fredonia segments. The Institute's program, which cost about $1,100 per participant, followed guidance provided by the Center.

Except for the seven handicapped participants, each youth in the summer program attended 1 day of instruction per week for 8 weeks during the summer in addition to receiving work experience 4 days each week. Instruction was divided into two 4-week phases. The Center's operating plan indicated the first phase would consist of instruction in basic academic skills and job survival, with special interest projects and writing for the second phase.

During phase 1 of the summer program, the training day was comprised of two 2-hour blocks of reading and math in the morning, followed by 4

Figure III.1: Age and Sex of SYETP Youths Receiving Remediation—Flagstaff, Arizona

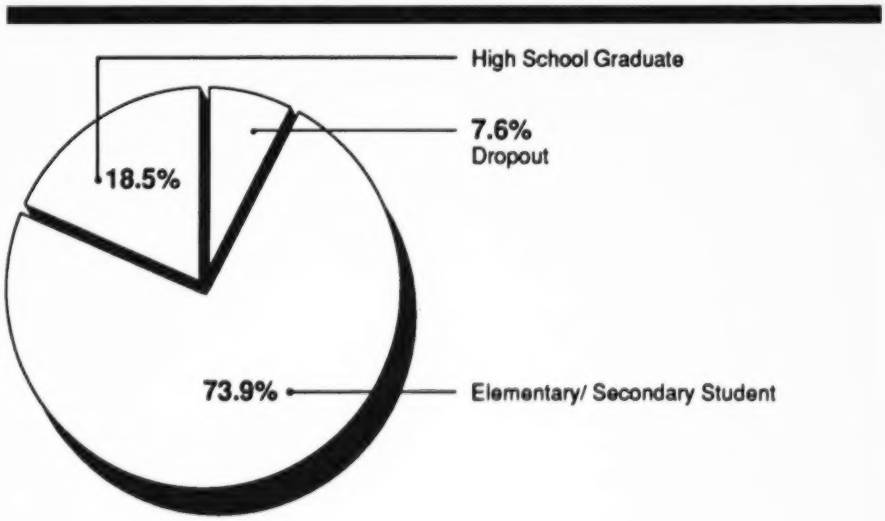


hours of basic living skills and employability training in the afternoon. Mornings included instruction on development of sentences and paragraphs, use of reference materials, and reading. The reading instructor noted that he used newspaper and magazine articles, pamphlets, product labels, and other commonplace items to encourage reading without intimidating the youths.

The instructors attempted to develop writing skills through the use of various writing exercises and by requiring that the youths maintain journals. Youths had to write at least three entries in their journals each week, according to the instructors, who periodically reviewed selected entries and provided feedback. The journals were an outlet for self-expression, the instructors said, and gave the Center a means of monitoring progress on writing goals.

Arithmetic instruction emphasized basic computations. Classes included the use of a calculator, performing simple geometric problems, personal budgeting, and checkbook simulations, as well as more traditional math problems.

Figure III.2: School Status of SYETP Youths Receiving Remediation—Flagstaff, Arizona



Phase 2 of the summer program gave youths a learning experience in a selected area of special interest. Participants, who could choose from a list of eight special interest topics, were grouped according to their selection. The topics were nature, computers, chemical dependency, job communication skills, health professions, media, geology, and consumerism.

Each group combined field trips with discussions on the subject topics and visits by guest speakers. Center staff acted as facilitators during group discussions and served as monitors during field trips. For example, we observed a class involved in the geology project, "Earth, Fire and Water," which visited an extinct volcanic peak, explored underground lava tubes, and studied an exposed cinder cone. Youths in the media project, "So You Want To Be a Star," visited local radio and television stations and toured the local university's drama department. Other groups visited hospitals, local landmarks such as the Grand Canyon, and discount department stores.

At the completion of each 4-week phase, bonuses of $40, $30, and $20 could be awarded to youths who accrued points for such program elements as attendance, punctuality, journal writing, and completion of assignments. The bonus system was designed so that all participants could succeed regardless of academic status. This allowed youths to earn extra money during the summer program, while enabling the

Center to monitor their performance levels. As the Center intentionally did not want to assign grades to the youths' performance in the program, Center staff explained, they set up the bonus system as an alternative. It was intended to provide feedback to the youths on their performance level as well as motivate program participation.

Program Results

Although the Center pre- and post-program-tested some of its participants, problems with the test forced the Center to invalidate the test results midway through the summer program, the program administrator said. The Center lost confidence in the validity of the test results as an evaluation tool, primarily because too many people administered the tests incorrectly. While acknowledging the difficulty in evaluating program results without pre- and post-program test data, the program administrator said the Center used its bonus system as a substitute evaluation measure.

Youths who received bonuses were considered by the Center's program director to have performed successfully during the training component. Those not receiving bonuses were deemed not to have performed successfully. Using data provided by the Center, we calculated that, during phase 1, 91 percent of the SYETP participants received bonuses, and 9 percent earned no bonus money. During phase 2, 81 percent of the youths earned bonuses.

Implementation Difficulties and 1988 Program

For the Center administrators, the most difficult aspect of developing the 1987 SYETP in Flagstaff was that they did not know how to design a remedial education program that would work for their youths. Lacking experience with remedial SYETP programs, the Center staff told us, they at first had trouble understanding what was required by the revised federal guidelines, as the guidelines were so general. They overcame this barrier by getting advice from the Coconino Private Industry Council, local school officials, the state JTPA liaison, other SYETP administrators, and community representatives.

In 1988, the Center changed its instruction format. The two training phases ran concurrently, rather than successively.

Harrison, Arkansas

Profile:	
1987 SYETP	
Administrative entity:	Northwest Arkansas Economic Development District
Geographic area served:	Baxter, Benton, Boone, Carroll, Madison, Marion, Newton, Searcy, and Washington Counties
Summer unemployment rate:	4 percent
Funding level:	$569,000
Number served:	655
1987 Remedial Component	
Had prior remediation:	Yes
Provider:	Northwest Arkansas Economic Development District
Assessment tools:	School records
Cost:	$224,000
Number served:	150
Average hours per person:	240
Youth paid to attend:	Yes - $3.50 per hour
Evaluation:	Pre- and post-program test comparison

The Northwest Arkansas Economic Development District is made up of nine counties in northwest Arkansas. Its program goal is to increase the educational and occupational skill levels of the District's citizens to meet the demands of the occupations of the 1980s.

Including remedial education in its 1987 SYETP has presented little difficulty because the District has had a remedial reading program using tutors since 1978. In 1986, the District added a pilot mathematics program, which became operational at some training sites in 1987.

Assessment and Selection for Remedial Education

The SYETP in northwest Arkansas serves mainly 14- and 15-year-olds, giving them on-the-job experience. Some older participants, however, may be selected for the program after the 14- and 15-year-olds have been placed. To assess participants, the District used school records giving their reading and math levels in the form of current achievement test scores. Out-of-school youths, limited to 16-year-old dropouts, were

assessed by a vocational technical school. The 17- to 21-year-olds were referred to the II-A program.

The assessments obtained by the District were not used, however, in selecting participants for remediation, which consisted of a tutoring program. Prior to beginning work experience, all program participants had to go through a Job Club. The Job Club provided information to participants on available work experience positions, acted as a screening device, and helped job counselors place participants in the most suitable training program.

One work experience opportunity, the tutor program, was also the District's remedial education program. Goals for tutors included reinforcing and maintaining their own basic reading skills, learning planning and organization skills, and improving interpersonal communication skills. A participant who expressed an interest in the tutor program, or who the Job Club counselor felt would do a good job as a tutor, was referred to a tutoring site. There, youths were interviewed and selected by a teacher. Special consideration was given to applicants who showed both a special interest in working with young children and sufficient mastery of basic reading skills.

The primary motivations for youths who took the tutoring jobs, according to the program coordinator, were that the jobs had "prestige," paid higher salary, and were in air-conditioned rooms. Tutors received $3.50 an hour, 15 cents more than the other summer jobs. The SYETP work programs pay youths $3.35 an hour.

Of the 150 tutors, 15 (10 percent) were receiving AFDC. While the SYETP program overall was about 48 percent female, 71 percent of those selected as tutors (107 of the 150) were female. Other characteristics of tutoring program youths appear in figures III.3 and III.4.

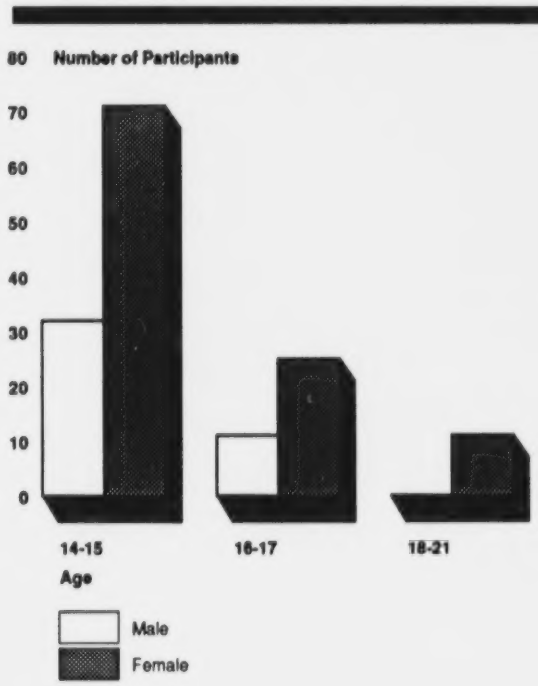
Providing Remedial Education

The District's tutor program provided remediation to two groups:

- The 150 SYETP youths provided individualized tutoring in reading and/or math to pupils in grades K-6 and
- 21 teachers, certified in fields related to elementary education, oversaw the tutors and reviewed their lesson plans.

The best way for the SYETP youths to learn and improve their own reading and math skills, program officials said, is to teach.

Figure III.3: Age and Sex of SYETP Youths Receiving Remediation—Harrison, Arkansas



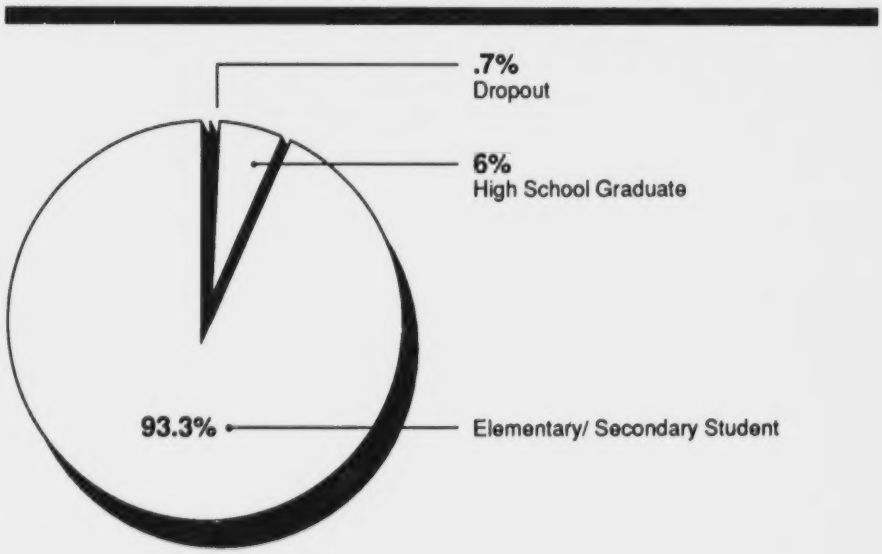
Tutors spent 8 hours per day on the job, of which 2 hours were used for preparation and 6 for tutoring the K-6 grade students. The program ran for 5 weeks of 32 hours each and 2 weeks of 40 hours each for a total of 240 hours. A tutor operated with a small group of pupils or one-on-one, the number depending on the number of pupils at the site and the ability of the tutor. Tutors with weaker skills worked with students in kindergarten and first grade. At some locations, computers were used occasionally; at one location the math class was computer-aided.

Program Results

To determine the effect of its tutoring program, the District pretested its tutors and their students. In addition, post-program tests were given to grade 2-6 students and to any tutor scoring lower than the 12.9 grade level on the pretest. In 1987, of 165 tutors,[1] 54 (33 percent) scored at the 12.9 grade level on the pretest in reading, thus eliminating themselves from post-program testing. Only 134 tutors were pretested in math, with

[1]The District's pre- and post-program test analysis covered all tutors—150 funded by title II-B and 15 by a state education grant. We could not segregate the results by group.

Figure III.4: School Status of SYETP Youths Receiving Remediation—Harrison, Arkansas



34 (25 percent) scoring at the 12.9 grade level, according to program records.

The Woodcock Mastery Reading Test and the Key Math Test were used to pre- and post-program-test tutors.[2] In 1987, the reading test showed an average gain of 1.9 years for these tutors, the math test, 1.2 years.

In addition, the tutor program was successful in remediation of grade 2-6 students. In 1987, 483 grade 2-6 students were tutored in reading with 340 also receiving math tutoring. The students had an average increase of at least 5 months in their reading skill level and at least 6 months in math, according to test results obtained by the District. The remediation that produced these results did not exceed 12 total days per student.

Implementation Difficulties and 1988 Program

The District has been providing remediation through its tutoring program since 1978. In 1987, the numbers of youths served, teachers, worksites, and hours of work were reduced from the previous year. This was due to decreased program funding, not the remediation requirement, according to the Program Director. The District made no changes in its tutoring program for 1988.

[2]These are nationally developed tests used to determine the reading and math skill levels of the youths tested.

Bakersfield, California

Profile:	
1987 SYETP	
Administrative entity:	Employers' Training Resource
Geographic area served:	Kern, Inyo, and Mono Counties
Summer unemployment rate:	9.3 percent
Funding level:	$1,900,000
Number served:	1,743
1987 Remedial Component	
Had prior remediation:	Yes
Provider:	Six school districts, one college
Assessment tools:	School records, counseling
Cost:	$219,000
Number served:	859
Average hours per person:	Varied by provider (60-120)
Youth paid to attend:	Yes - $3.35 per hour
Evaluation:	Varied by provider

Employers' Training Resource of Bakersfield administers JTPA programs for three counties in central California: Kern (in which it is located), Inyo, and Mono. In 1984, Kern County, the most populous of the three, had a population of about 460,000; Inyo and Mono counties had about 18,000 and 9,000, respectively. According to program staff, these counties are a mix of urban and rural areas and have an unemployment rate that fluctuates seasonally between 10 and 17 percent.

The program has provided remedial education in its SYETP since 1986. The objective of its 1987 remediation component, as described in the operational plan, was to bolster participants' self-esteem. To do so, it was to

- teach participants to appreciate the value of education in the job market;
- encourage potential dropouts to stay in school by providing a positive school experience;

- improve participant academic performance, including mathematics and reading comprehension;
- assist youths to pass a proficiency exam, a major hurdle for graduation; and
- help youths to see the relationship between successful classroom experience and work-related experiences.

Assessment and Selection for Remedial Education

The program contracted with eight school districts, three colleges, and two county agencies to provide the 1987 SYETP services, including assessment of participants and selection of those for remedial education. Of the 13 providers, 7 offered a remedial education component in 1987. We visited the three largest providers in Kern County with remedial education programs: Kern High School District, Delano Joint Union High School District, and California State College, Bakersfield.

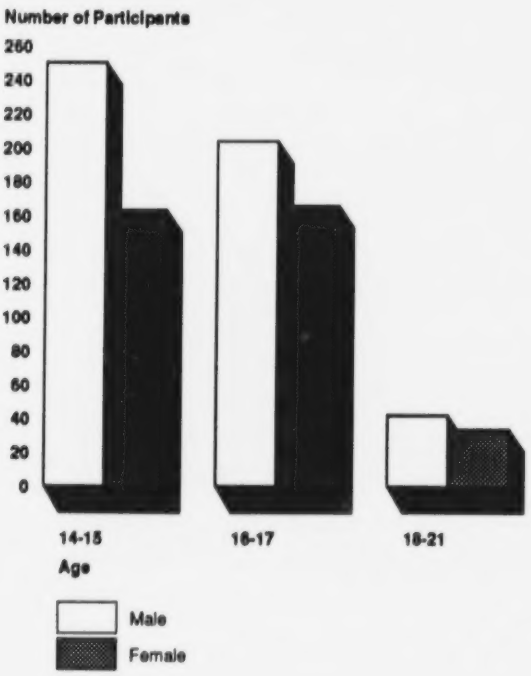
These providers used a combination of school records and counseling sessions to determine whether a SYETP participant needed remedial education. At each location, participants who failed the proficiency exam for reading, math, or writing generally were placed in remediation. After informally determining from participants' JTPA applications whether they would be eligible for the SYETP, Kern High School district career counselors conferred with and assessed participants individually. At California State College, program administrators reviewed participant transcripts during the second day of orientation to decide eligibility of participants for remedial education. At Delano, the JTPA coordinator examined participants' cumulative school folders and based his recommendations on passage of the proficiency examinations or the number of credits deficient in math, reading, and/or writing.

Of 859 participants in remedial education during the 1987 summer program, 362 (42.1 percent) were receiving some form of public assistance, with 260 receiving AFDC. Other characteristics of the remedial education enrollees appear in figures III.5 and III.6.

Providing Remedial Education

The Kern and Delano Joint Union High School Districts shared a goal for their remedial education programs. It was to help participants pass the proficiency exam so they could graduate from high school in California. The California State College Career Beginnings Program, on the other hand, sought to prevent participants from dropping out of high school and to assist them in planning their future.

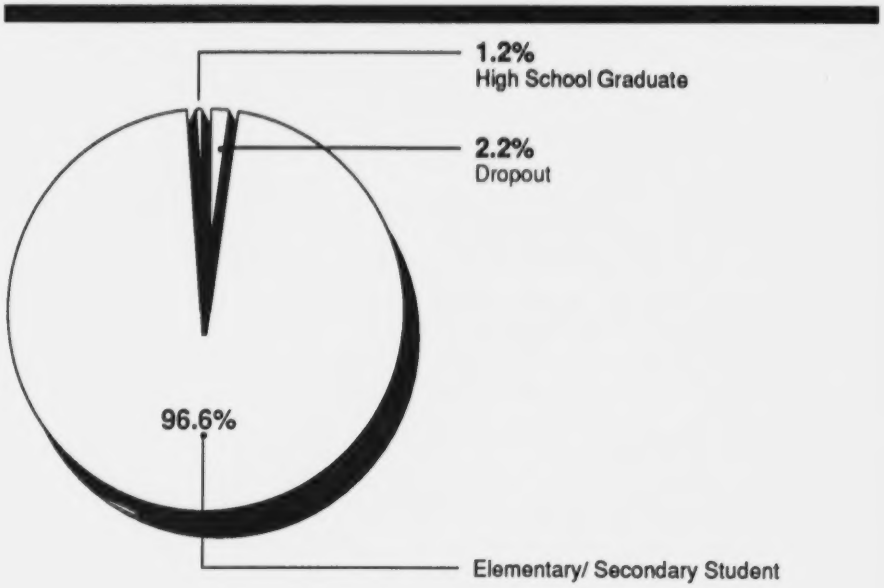
Figure III.5: Age and Sex of SYETP Youths Receiving Remediation—Bakersfield, California



This difference in goals led to different curriculum emphases. Kern and Delano classes included topics likely to be encountered on the proficiency exams. Remedial classes were similar to regular school classes, although some tailored the program more to youth with greater needs. But California State College instructors had more flexibility as to classroom structure and presentation, according to the program director, because their classes intended to provide enrichment to the participants to keep them in school. For example, California State College offered computer literacy and speech classes along with remedial classes for reading and math.

With each provider, the number and size of the SYETP remedial education classes differed. The Kern High School District Administrator set up 19 remedial and 25 special education classes. All were exclusively for JTPA students, the former averaging about 22 students per class and the latter about 10. In Delano, because of the small number, SYETP youths were placed in the same classes (average size, about 22 students) as regular

Figure III.6: School Status of SYETP Youths Receiving Remediation—Bakersfield, California



summer school students. California State College offered five classes for JTPA-Career Beginnings participants. The three providers differed somewhat in their remedial education program format, according to their administrators:

- Kern High School District participants generally attended classes for 2 hours in the morning, with a 4-hour work component in the afternoon. The remedial component lasted 7 weeks, the work component, 9.
- Delano participants worked 6 hours in the morning and went to school 2 hours in the afternoon. Remedial classes lasted 6 weeks, the work component, 9.
- California State College participants attended classes 3-1/4 hours in the morning and worked 4-1/4 hours in the afternoons, with classes lasting 6 weeks and the work component, 8.

Program Results

The program had no requirement that its providers formally evaluate the performance of its 1987 SYETP participants. No provider administered a standard diagnostic test to SYETP remedial education participants, according to the Employers' Training Deputy Director. Instead, he said, providers who used the proficiency exam for assessment could base their program evaluation on how many participants passed the exams by the end of the SYETP.

The program reported that its 1987 SYETP remedial education program was a success. The major educational stumbling block for youths served by the remedial education program, staff said, was failure to pass the three proficiency exams, without which youths cannot obtain a high school diploma. The 1987 SYETP remedial education program was designed to improve the academic skills necessary to pass the exams. Of the 291 youths who completed a remedial education class at Kern High School District (the largest of the seven remedial education providers), 84 (29 percent) passed one of the proficiency exams.

Implementation Difficulties and 1988 Program

Program staff noted some difficulty in coordinating the remedial component with participants' work schedules. Some SYETP youths in outlying areas did not participate in the Kern High School District's remedial program because it would have taken too long to transport them from class to worksite. Thus, their work and school schedules could not be coordinated, according to the Administrator.

One provider described discipline problems. The Kern District Administrator said that he had received complaints from assistant principals that SYETP participants were troublesome, often tardy, and roamed the halls. He also said that some teachers called the SYETP youths more difficult to handle than regular summer school youth.

Concerning participant tardiness and absenteeism from classes, a final issue emerged. At one school, instructors told us the school should establish a policy for dealing with SYETP youths who are frequently tardy or absent from class. Unsure of what action they could or should take, these instructors were concerned about the message the program was giving to students who were paid to attend class even when their attendance was inconsistent.

The Kern High School District's SYETP evaluation procedure was improved in 1988, the program administrator said. Proficiency exam test results did not effectively reflect the summer performance of SYETP youths, the administrator declared. He said the results provided no bench mark against which to measure a gain or loss in performance attributable to the summer program. Without pre- and post-program tests, it was difficult to evaluate the accomplishments of youths in the special education component, according to a program official. In 1988, the California Aptitude Test was used to pre- and post-test program participants.

North Windham, Connecticut

Profile:	
1987 SYETP	
Administrative entity:	Northwest Danielson-Williamantic Service Delivery Area (EASTCONN)
Geographic area served:	Eighteen towns—Ashford, Brooklyn, Canterbury, Chaplin, Eastford, Hampton, Killingly, Lebanon, Plainfield, Mansfield, Pomfret, Scotland, Putnam, Union, Sterling, Windham, Thompson, and Woodstock
Summer unemployment rate:	3.7 percent
Funding level:	$378,000
Number served:	315
1987 Remedial Component	
Had prior remediation:	Yes
Provider:	Two community-based organizations
Assessment tools:	None
Cost:	$91,000
Number served:	28
Average hours per person:	12 (computer training), 150 (tutor program)
Youth paid to attend:	Yes - $3.37 per hour
Evaluation:	None

The Northeast Danielson-Williamantic Service Delivery Area encompasses 18 towns in the northeast corner of Connecticut. This rural area had a remedial program in 1986. Youths either attended computer-assisted instruction or were assigned as tutors.

Assessment and Selection for Remedial Education

The program's remediation goal was to provide basic skills education to youths assessed as requiring remedial education to improve chances for successful employment. Program officials, however, were unsure if all youths were to be assessed or only those receiving remedial education. As it turned out, however, none of the 1987 SYETP youths had their reading and math skills assessed. This oversight occurred, we were told, because the position of Director of Training and Development had been vacant for almost a year and these duties were handled by other program officials.

The SDA contracted with a local community-based organization, the Quinebaug Valley Youth Services Bureau, Inc., to operate the 1987 summer program. The Bureau's staff interviewed participating youths and explained the types of work experience and programs available. During these interviews, youths were informed of the two educational components, computer-assisted instruction and tutoring, both voluntary. According to the remediation contractors, 28 youths participated in remedial education, 16 in computer-assisted instruction, and 12 in the tutor program.

Of the 28 remedial education participants, 11 were receiving some form of public assistance. Other characteristics of the youth receiving remediation appear in figures III.7 and III.8.

Providing Remedial Education

The computer-assisted remediation program was a self-paced instruction that youths attended 2 hours per week for 6 weeks, along with approximately 28 hours per week in work experience. Youths were not evaluated to determine their prior reading or math skill levels. Rather, remediation instructors said, the area of instruction followed by each youth was based on either the instructor's observation of the youth's need or the youth's own interest. Some of the areas of instruction included math, English, general science, and computer operations.

While some youths in the remedial program were in need of remediation, others were not, according to a program official. To that extent, some of the youths participated in remediation, but others played computer games or experimented with programming or printout applications as part of their training. Thus, the remedial training enabled some of the youths to improve their reading and math capabilities, while others broadened their computer knowledge and practiced various computer applications. Consequently, to expect an achievement gain for some of the participants was not realistic, said a program official.

The Quinebaug Valley Youth Services Bureau subcontracted its remedial tutor program with Northeast Regional Adult Education. Youths placed in the tutoring program were tested for attitude, not skills. They spent 30 hours a week in class for 5 weeks, tutoring summer school youths in reading and math. The tutor program thus served as both the participant's remediation and work experience.

Figure III.7: Age and Sex of SYETP Youths Receiving Remediation—North Windham, Connecticut

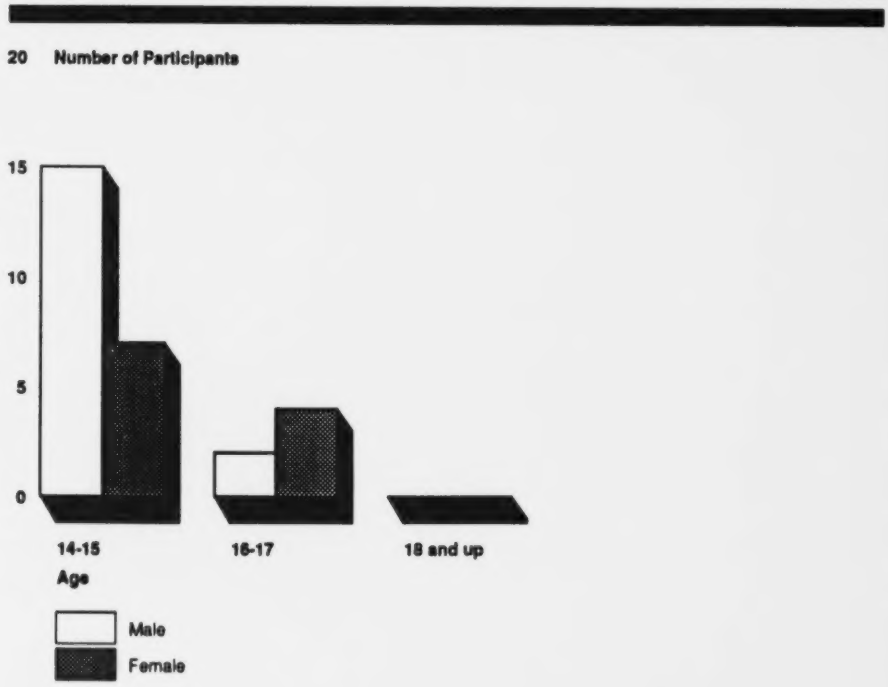
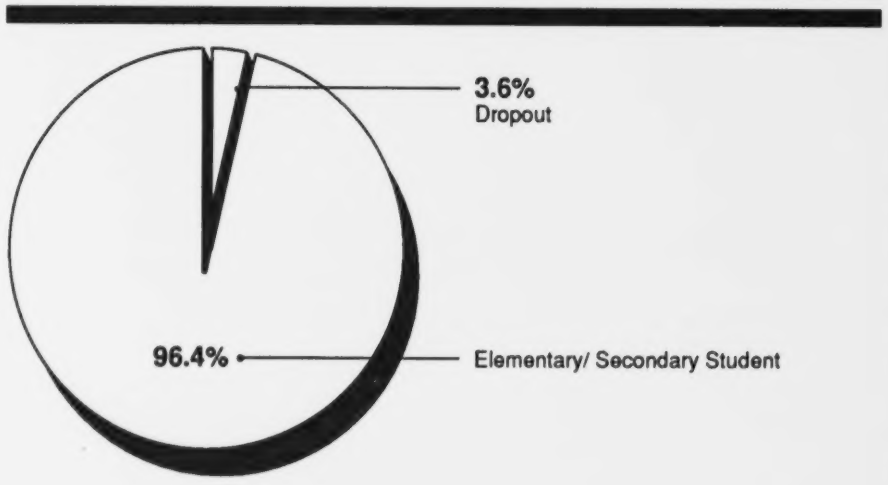


Figure III.8: School Status of SYETP Youths Receiving Remediation—North Windham, Connecticut



Program Results

Because neither the program nor the remediation providers pre- or post-tested the reading and math skills of the participating youths, program officials said they could provide no information on the results of their remedial efforts.

Implementation Difficulties and 1988 Program

The program had a problem in attracting summer youth, officials said, explaining that local businesses paid higher wages than the $3.37 per hour available from the program. For example, a fast food restaurant paid up to $5 per hour. In 1988, the state of Connecticut raised the minimum wage to $3.75 per hour which, according to the program coordinator, allowed the SDA to compete with private employers. In addition, the program concentrated on recruiting 14- and 15-year-olds because this group is too young to qualify for the higher paying jobs.

To eliminate the assessment problems of the 1987 program, officials took a more active role in planning and implementing the remedial program. They assessed all youths, using the Wide Range Achievement Test. All youths who tested two grades below their current grade were required to attend remediation. Youths determined to need remediation were required to attend classes in order to get a job. Remediation consisted of a computer-assisted instruction package by which the youths were tested and advanced as warranted with the results recorded for instructor review. Eighty youths received remediation in 1988. At the end of the program, the initial standardized test was readministered as a post-program test to determine the youths' progress. As of August 1988, the SDA was just beginning to analyze the post-test scores.

Fort Myers, Florida

Profile:	
1987 SYETP	
Administrative entity:	Lee County Private Industry Council
Geographic area served:	Lee County
Summer unemployment rate:	4.0 percent
Funding level:	$292,790
Number served:	312
1987 Remedial Component	
Had prior remediation:	No
Provider:	School board
Assessment tools:	School records, basic skills test
Cost:	$50,000
Number served:	86
Average hours per person:	12
Youth paid to attend:	Yes - $3.35 per hour
Evaluation:	Pre- and post-program test comparison

The Lee County Private Industry Council (PIC) of southern Florida covers the cities of Fort Myers, Cape Coral, and Sanibel, and has an estimated population of approximately 241,000. Prior to the 1986 requirement to assess the reading and math skills of all 1987 SYETP participants and expend funds for basic and remedial education, the PIC provided only work experience. In late 1986, however, after approving the purchase with JTPA title II-A funds of computer hardware and software for a remedial education program, PIC officials decided to use them for the 1987 summer program.

Assessment and Selection for Remedial Education

The county PIC assessed all 312 SYETP participants for reading and math skills. For in-school youths, the Lee County School Board determined each youth's performance level under an agreement with the PIC. This determination, based on the previous year's California Achievement Test[3] scores, included designations for youths who were 0-1 years below the level they should have been for their grade, 1-2 years below, and more than 2 years below. Out-of-school youths—both dropouts and

[3]The California Achievement Test is a nationally normed referenced achievement test in reading, language, and math given at individual grade levels.

graduates—were assessed by means of the Test of Adult Basic Education.[4]

For in-school youths, the PIC used information returned from the school board to select participants for remedial education. Out-of-school youth were tested by the program. Both in-school and out-of-school youths identified as being two or more grades below their current grade were targeted for the remedial program.

The PIC planned to provide remediation to 100 participants but only 86 received it. Lack of time to get test scores from school and the limited number of computer terminals available prevented its accommodating the higher figure.

Of the 86 youths given remediation, 77 were receiving some form of public assistance. Other characteristics of the remedial education youths appear in figures III.9 and III.10.

[4]The Test of Adult Basic Education is a nationally normed achievement test adapted from the California Achievement Test in reading, language, and math to indicate the individuals' knowledge level.

Figure III.9: Age and Sex of SYETP Youths Receiving Remediation—Fort Myers, Florida

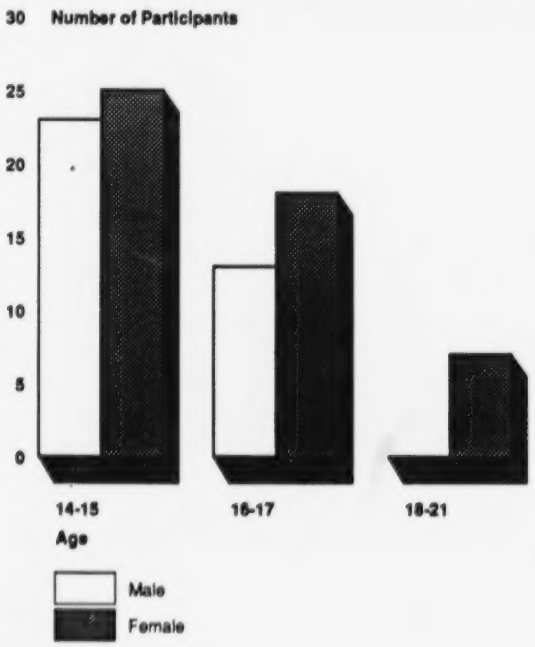
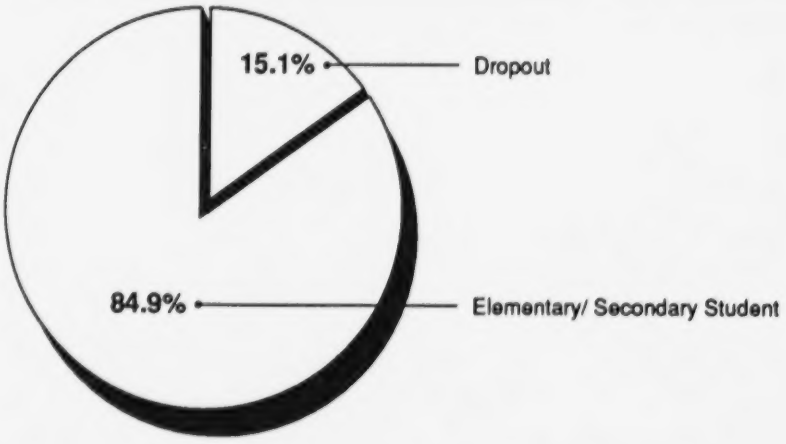


Figure III.10: School Status of SYETP Youths Receiving Remediation—Fort Myers, Florida



Providing Remedial Education

The goal of Lee County PIC's remediation program was to raise the reading and math levels of the participating youths and improve participants' attendance during regular school hours. To accomplish these goals, the PIC contracted with the Lee County School Board to provide facilities, instructors, and instructional materials and assess student progress for the remediation program.

The only type of remediation the PIC offered was the "Project Uplift" computer-assisted instruction. Under this program, the youths were instructed and daily tested by computer. The curriculum was part of a software package the PIC purchased from the Computer Curriculum Corporation.[5]

Each participant attended a daily, 20-minute remedial education class and received approximately 30 hours per week in work experience over a 7-week period, according to PIC officials. Youth who were only in the work experience component of the program had about a 35-hour workweek. Remedial education was provided at one of two locations: a local high school or the area vocational-technical school. Starting from a youth's initial assessment, the instructor established a level at which the youth was to start on the computer. After 10 sessions, the computer was used to update this base with results of the youth's performance. In testing the youth daily and recording the results, both with the computer, the instructor obtained the current status of each youth's progress with which to focus individual instruction on areas of greatest need. The PIC paid participants $3.35 per hour for their remedial training as well as their work experience.

Program Results

The school board determined the results of the remediation program by a youth's pre- and post-program test scores on the computer. To record any type of gain or loss, a youth had to spend a total of 100 minutes on the computer. Records available for 86 participants in 1987 showed a gain for 38 from 0.01 to 5.16 grades with an average of 0.49 grades. At the same time, 11 participants showed losses of 0.01 to 0.80 grades for an average of 0.33 grades. The remaining 37 participants showed no gain because they failed to complete the 10 sessions required to establish a baseline level.

[5]Computer Curriculum Corporation is an independent corporation providing computer software programs to educational institutions in the areas of reading, math, language skills, and computers.

Implementation Difficulties and 1988 Program

The PIC experienced some difficulties in planning how the remedial program would operate, a PIC official said. It would have found helpful additional information, including clarifying guidelines or examples on the intent of the Congress as to the mandatory assessment of all participants. He cited having a remedial education program under the PIC's JTPA title II-A program as a major benefit in minimizing the difficulties of implementing a title II-B program.

For its 1988 program, the PIC served 110 youths and used the same assessment process and remedial instruction as in 1987. The PIC declared all youths who were below their present grade level eligible for remediation, as opposed to enrolling only youths 2 years or more below grade level. According to a PIC official, 93 of the 110 remediation participants showed a gain.

Ottawa, Illinois

Profile:	
1987 SYETP	
Administrative entity:	Business Employment Skills Team - SDA #12
Geographic area served:	Bureau, LaSalle, Lee, and Putnam Counties
Summer unemployment rate:	9.7
Funding level:	$555,000
Number served:	388
1987 Remedial Component	
Had prior remediation:	For out-of-school youth only
Provider:	Two high schools, two community colleges, and the SDA
Assessment tools:	School records and Test of Adult Basic Education
Cost:	$32,479
Number served:	84
Average hours per person:	50-90
Youth paid to attend:	No
Evaluation:	Pre- and post-program test and high school equivalency exam

The SDA, which operates under the name Business Employment Skills Team, Inc., administers JTPA programs in four counties in north central Illinois. The counties are predominantly rural—Ottawa with a population of 18,000 is the largest city. The objective of the summer program was to provide well-supervised, meaningful work and training experience to youth during the summer months to encourage them to remain in school and/or otherwise continue their education and career development. In addition, the program sought to maintain or improve the reading and math skills of youth in the remedial component.

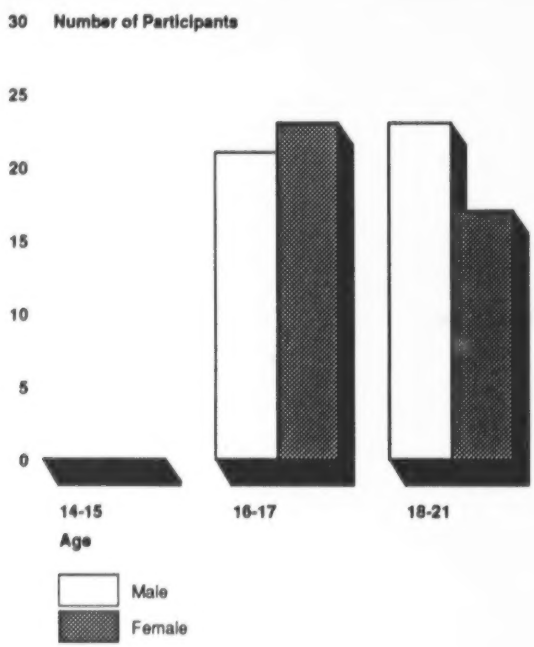
Assessment and Selection for Remedial Education

The program began recruiting in February 1987 at various schools and through radio and newspaper advertisements. Literature on the summer program was sent to all families on AFDC in the four-county area. Primarily, remediation was provided to 16- to 21-year-old in-school youth found to be two or more grades below their current grade in either math or reading. Grade-level determinations were based on school records, if available, or Test of Adult Basic Education results. School drop-outs were enrolled in the GED (general equivalency diploma) program. The

program determined educational needs from tests administered by the two community colleges providing the GED programs.

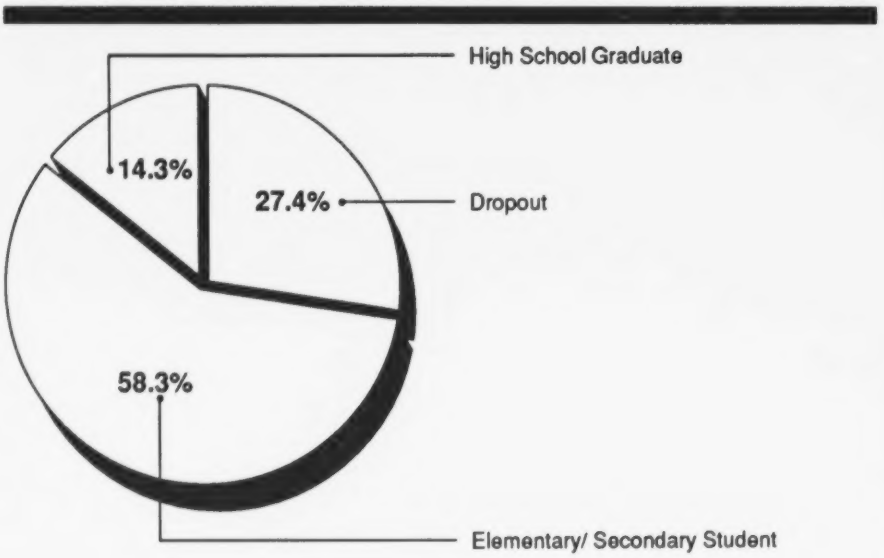
In-school youth determined in need of remediation and all out-of-school youth were required to attend classes as a condition of getting a summer job through the program. Eighty-four program participants (22 percent) received remediation. Characteristics of remedial education enrollees appear in figures III.11 and III.12.

Figure III.11: Age and Sex of SYETP Youths Receiving Remediation—Ottawa, Illinois



The program provided remediation to fewer youth than planned, partly because they had difficulty getting to locations where the remediation was available.

Figure III.12: School Status of SYETP Youths Receiving Remediation—Ottawa, Illinois



Providing Remedial Education

The program itself and (through contract) two high schools provided remediation to in-school and some out-of-school youth. Other out-of-school youth were given remediation through contracts with two community colleges. The program experimented with various approaches in providing remediation. Remediation and work experience were provided concurrently.

At Ottawa High School, classes were held for 21 youth for 30 days (5 days a week for 6 weeks). Their daily classes comprised three 1-hour sessions in math, reading, and career education—a total of about 90 hours of remediation during the summer. Three certified teachers, two teachers aides, and one part-time vocational diagnostician provided the training. The amount paid to the high school was based in part on youths' maintaining or improving competency levels in the areas of academic deficiency.

At Hall High School, 21 youth each day attended 3.5 hours of instruction in math, reading, writing, speaking, and listening. The program, lasting 17 days, totaled about 60 hours. Instruction, provided by three certified

teachers, included computer skills training in preparing resumes and letters. The program objective was to enhance the participants' employability.

The program itself provided remediation to 20 youth in a less traditional manner. Youth attended one 3.5-hour class per week for 9 weeks at locations of the participants' choosing, usually a pavilion at a local park. Among the subjects were reading, math, and study, problem-solving, and computer skills. Remediation was provided by one certified teacher and two aides—the latter summer program participants whose summer job was to teach youth in the remedial component of the program. In addition to the weekly sessions, the aides tutored youth in two 1-hour sessions in reading and math at their work sites. In total, youth in this program received about 50 hours of remediation.

Twenty-two out-of-school youth received remediation at two community colleges—15 at Illinois Valley Community College and 7 at Sauk Valley Community College. In both programs, youth attended one 6-hour class per week for 10 weeks—a total of 60 hours. The GED instruction included math, reading, social studies, science, and writing skills.

Except for Hall High School, the remediation and work experience was provided concurrently. At Hall High School, remediation was provided early in the summer, before the youth were given a job.

Remedial Education Results

On average, the three programs for in-school youth resulted in math and reading gains. Youth attending classes at Hall High School had average gains of 1.15 grades in math and 1.75 grades in reading. This component of their remedial effort had the shortest duration and the highest participant completion rate. The length of the program and the promise of a 40-hour-a-week job to follow may have had a positive effect, a program official told us.

The Ottawa High School program showed average gains of 2.3 grades in math and 0.77 in reading. The component operated by the program had average gains of 1.0 grade in math and 0.8 in reading; according to a post-program assessment prepared by the program, the length of both components may have been a weakness in the program and had a detrimental effect on the participants' motivation.

The results of the GED program are not easily quantified. Youth may not take the GED test until they are 18 years old or their high school class

graduates. Of youth in the GED training, only six were eligible to take the test. Of these, three passed and received their diplomas.

According to a post-program survey and our discussions with them, the youth were satisfied with the program. However, several expressed interest in getting paid for the time spent in remediation or being able to work additional hours to offset the time spent in remediation.

Implementation Difficulties and 1988 Program

Of the 84 youths who received remediation, 57 completed the program—a 32-percent drop-out rate. Of the 27 who dropped out of the remedial component, the majority attended the community college-administered GED program. At Hall High School, which had the shortest program, no youth left the program prematurely. The remedial efforts operated by Ottawa High School and the program had drop-out rates of 38 and 25 percent, respectively. A program assessment indicated concern over the length of these programs, which were conducted later in the summer, and youth not receiving payment for their time in remediation.

In the 1988 program, officials said, some youth received cash stipends. Youths enrolled in remedial education who attended 90 percent of their scheduled classes and either maintained or improved on their pretest scores upon completing the remedial component were paid $3.00 per hour for each hour spent in remedial education.

Pittsburgh, Pennsylvania

Profile:	
1987 SYETP	
Administrative entity:	City of Pittsburgh, Department of Personnel and Civil Service Commission, Employment and Training Grant Administration
Geographic area served:	City of Pittsburgh
Summer unemployment rate:	6.6 percent
Funding level:	$1,759,000
Number served:	1,835
1987 Remedial Component	
Had prior remediation:	No
Provider:	School district
Assessment tools:	School records, basic skills test
Cost:	$13,964
Number served:	243
Average hours per person:	60 or 120
Youth paid to attend:	Yes - $4 per day (for lunch and transportation)
Evaluation:	Pass/fail on summer school classes

The Pittsburgh Service Delivery Area covers the geographic boundaries of Pittsburgh, Pennsylvania—a large urban area with a diversified industrial base. The latter includes manufacturing, construction, transportation, education, utilities, banking, insurance, and government. Prior to 1987, Pittsburgh provided only work experience to youths under the title II-B program. The city first provided remedial education in the summer of 1987, using the Pittsburgh School District's summer school program to do so.

Assessment and Selection for Remedial Education

Pittsburgh planned for provision of remedial education to SYETP participants determined to be in need of substantial improvement in reading and mathematics skill levels. All SYETP participants were assessed for remedial education, in-school youths by the School District and out-of-school participants by Pittsburgh's youth orientation assessment contractor.

Selection of youths for remedial education was based on school district referrals of 14- and 15-year-olds whose reading levels were below average. Those eligible to attend the school district's sponsored summer school were encouraged to apply to the SYETP program for remedial education training. Program staff and the School District worked together to ensure that in-school youths were identified and referred for remedial education through SYETP as appropriate.

To assess in-school youths, the School District used the results of the standardized California Achievement Test, given as part of the normal school program, the School District's Summer Program Coordinator said. Using these results, the School District determined which youths would attend remedial education, which was provided through the city's usual summer school program.

Out-of-school youths were given a self-evaluation test geared towards employment and a math and reading assessment test. According to the SYETP Coordinator, as the out-of-school youths were not eligible for the School District's summer school program, these assessments were not used to provide remediation. While the program allowed 16- to 21-year-olds to be given remedial education on an individualized basis, according to Pittsburgh's Assistant Director for Personnel, this was not done because funding was unavailable.

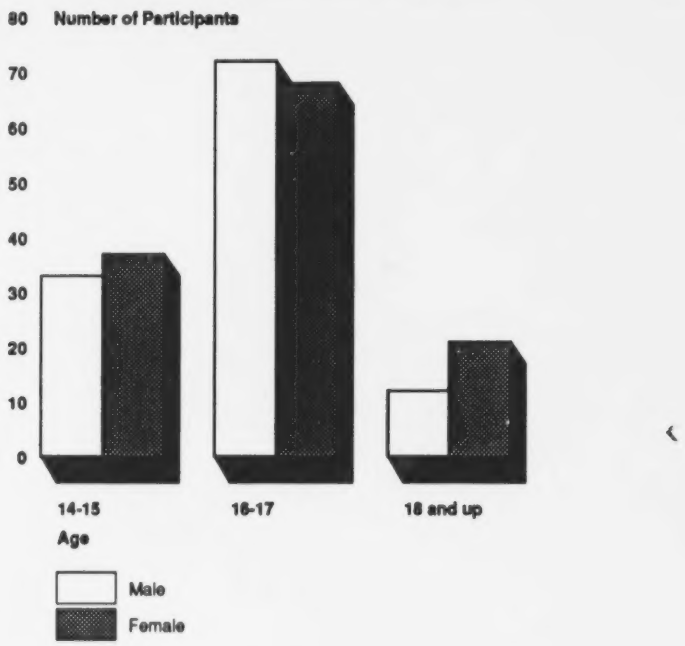
Of the 243 youths participating in Pittsburgh's remediation program, 184 were receiving some form of public assistance. More characteristics of the youth in remedial education are presented in figures III.13 and III.14.

Providing Remedial Education

Rather than develop its own program, Pittsburgh adopted the School District's summer school program as its II-B remedial education program, according to a program official. The program served SYETP-eligible youths who failed one or more subjects and needed to take up to two academic courses for credit in order to return to school with their own class in the fall.

The II-B youths were in the same classroom as other youths participating in summer school. The two types of students differed in that the II-B youth received a needs-based payment for lunch and transportation of $4 per day.

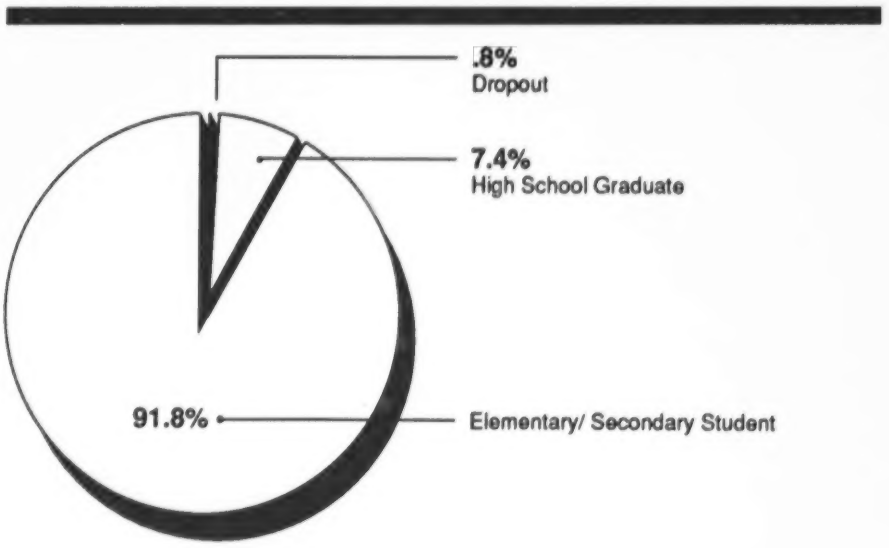
Figure III.13: Age and Sex of SYETP Youths Receiving Remediation—Pittsburgh, Pennsylvania



The 1987 Pittsburgh Summer School Program was offered at two high schools in Pittsburgh, for 4 weeks, Monday through Friday. Each youth took up to two courses, 3 hours each, depending on what courses they needed to advance to the next grade level. The courses were the normal summer school programs, e.g., social science, English, math, American history, and biology. Teachers provided classroom work through lectures, using textbooks—no computers were used. The youths in summer school could take up to two courses that they did not pass during the regular school year.

In addition to the normal summer school, the School District offered Project Second Chance (developed under title II-A). This project gave ninth-grade students who failed the first three grading periods intense remedial education. Eligible Second Chance youths were transferred to SYETP on July 1, 1987, according to the School District's Summer Coordinator. The 78 youths enrolled in Project Second Chance were divided among four high schools and took four courses—English, math, science, and social studies.

Figure III.14: School Status of SYETP Youths Receiving Remediation—Pittsburgh, Pennsylvania



The Second Chance youth were provided academic remediation to facilitate educational progress and encouraged to stay in school. The enrollees were transferred into title II-B on July 1. The other youths who wanted to advance to the next grade would have had to participate in summer school, even without the SYETP.

The summer school instructors—including those for Project Second Chance—were selected from among certified teachers in the School District who bid on the jobs. The criteria for selection were seniority and previous summer school experience.

Program Results

Because youths in the summer school program were not pre- or post-program-tested, there was no way to determine if their reading and math skills improved, according to the program's Assistant Director for Personnel. Instead, measurement of the success of the youth remediation was based on the results of the youths' participation in summer school. If the youth passed summer school, he or she advanced to the next grade and the program was considered successful. Of the 165 SYETP youths who started the summer school program, 158 completed it and 135 passed and received academic credit for the courses taken. Of the 78 Project Second Chance youths, 76 advanced to the 10th grade.

Implementation Difficulties and 1988 Program

Pittsburgh had no problems assessing the reading and math skills of all youths and providing remedial education to some, because it used existing school achievement results as assessments, according to the program's Assistant Director for Personnel. But doing so increased the program's administrative cost and doubled the paper flow from the previous year. The School District evaluated all students at the end of the school year. Those who failed to advance with their class had to attend summer school if they wanted to stay with their class.

The program did reduce the number of workdays and total number of hours worked because of a reduction in funding, the Assistant Director said. The remedial requirement also reduced the length of the work experience from 7 to 5 weeks and from 35 to 20 hours per week.

Pittsburgh changed the remedial education portion of the 1988 SYETP. This was done in response to a state of Pennsylvania letter of October 6, 1987, that advised that remediation courses were to provide educational assistance to participants assessed as deficient in basic reading and/or basic math. Summer school normally provided by school districts, the letter said, was not considered remediation. In 1988, Pittsburgh subcontracted the remedial education program with the Boys and Girls Clubs. Under this contract, remediation and work experience was provided to 50 youths. The remediation was one-half day, 5 days per week, for 4 weeks. Youths were assessed using the California Achievement Test. Because youths and parents liked the program, Pittsburgh plans on continuing the effort in future years.

Carrizo Springs, Texas

Profile:	
1987 SYETP	
Administrative entity:	Middle Rio Grande Development Council
Geographic area served:	Dimmit, Edwards, Kinney, LaSalle, Maverick, Real, Uvalde, Val Verde, and Zavala Counties
Summer unemployment rate:	16.6 percent
Funding level:	$904,513
Number served:	815
1987 Remedial Component	
Had prior remediation:	No
Provider:	Council
Assessment tools:	Brigance Diagnostic Inventory of Essential Skills
Cost:	$159,087
Number served:	815
Average hours per person:	42
Youth paid to attend:	Yes - $3.35 per hour
Evaluation:	Pre- and post-program test comparison

The Middle Rio Grande Development Council has operated the JTPA title II-B Summer Youth Employment and Training Program since the program began in September 1983. Headquartered in Carrizo Springs, Texas, the Council serves nine counties in southwest Texas covering an area of about 14,000 square miles. This area's population will be about 145,000 in 1988, with 78 percent of Hispanic origin, according to the Census Bureau.

Prior to 1987, the program offered only work experience to eligible youths. The overall goal of the 1987 summer program was to improve school retention, academic performance, and employability skills of the participating economically disadvantaged youths. To help meet this goal, the Council added a remedial education component to its summer program. It sought to provide classroom training to at least 400 participants identified as deficient in reading and/or math and to have 25 percent show progress through post-program testing.

Assessment and Selection for Remedial Education

The program intended to use school records to assess the reading and math skills of youths. As school records were unavailable to the students or the program until June, there was insufficient time to determine the reading and math skill levels of the participants prior to the start of the program. The lack of information on participant skill level prevented the program from determining which participants were most in need of remediation. Therefore, to ensure that those in need of remediation received it, the program required all 815 participants to attend remedial education. With all youths receiving remedial education, the demographic characteristics of remedial education were the same as those for the program.

The program tested participants on their first scheduled day of SYETP classroom training, using the Brigance Diagnostic Inventory of Essential Skills as the assessment tool. Of the 815 participants, 755 (93 percent) were pretested in both reading and math. For youths with grade-level test results, 58 achieved the maximum measurable level in math and reading. This test only measures math skill levels to the 8th grade and reading skill levels to the 11th grade. Because work experience schedules were in place, all youths were required to continue to attend remedial education each week on their assigned day. The pretest was used to determine at which level each youth was functioning and what specific areas needed remediation, rather than who should attend remedial classes. Some youths who tested at the maximum measurable level were used to tutor other participants.

Providing Remedial Education

The remedial education component was aimed primarily at improving participants' reading and math skills. In addition, the Council wanted to develop participants' preemployment skills and heighten their drug and alcohol abuse awareness. These objectives were accomplished by providing each youth with 1 day of classroom training per week for 7 weeks. Classroom training included four sections each in 1-1/2 hour segments: reading, math, preemployment skills, and prevention of drug and alcohol abuse.

Each of the six locations providing classroom training had one instructor. Class sizes varied by location. For example, at a location we visited, the average class size was about 30 each day. At another location, the class size was about 18 each day. Classroom training used lectures, without computers. Instruction in reading and math was based on the material provided with the Brigance testing package. Individual instructors selected materials to supplement this. The Brigance testing/curriculum

package allows for an educational intervention aimed at the participants' specific needs, the program director said. For example, testing may indicate a youth is at a satisfactory skill level in word recognition, but weak in reading comprehension. The Brigance curriculum allows the instructor to select specific exercises to develop specific skills. In the classrooms we visited, the instructors had grouped the youths by level of ability and assigned specific exercises based on individual skill levels.

Remedial Education Results

The program provided us with grade-level, pre- and post-program test results for 461 (57 percent)[a] of the 815 participants. Of the 461 participants, 272 (59 percent) improved at least one grade level in reading, while 216 (47 percent) improved at least one grade level in math. Some participants' skills declined: 20 (4 percent) declined at least one grade level in reading and 66 (14 percent), at least one in math. For 169 youths (39 percent), there was no change in the tested grade levels in reading and for 179 (39 percent), no change in grade level in math. The tests only measured results to the 11th grade in reading and the 8th grade in math. Therefore, youths could be functioning at grade levels higher than these.

For various reasons, test scores were unavailable for some youths. For example, about 150 youths at one site were not post-program-tested because, the instructor said, she spent 1 week of training sessions revising the training material. At another site, the instructor quit during the last week of the program, resulting in no post-program test for another 62 youths, according to the field services manager. Finally, participants missed either pre- or post-program test sessions for other reasons, including the need to attend summer school.

Implementation Difficulties and 1988 Program

The program provided remedial education as part of its 1987 SYETP in response to the 1986 JTPA amendments, according to the Field Service Manager. The major effect was that each youth was available to an employer for 24 hours, instead of 32 as in the past. But this was offset by increased funding, which allowed the program to serve 350 more youths in 1987 than 1986.

Among changes to the remedial education program in 1988 was the use of a computer-assisted training program. Equipment and materials

[a]Raw test results instead of grade level were provided for 32 participants and could not be included in our analysis.

bought in September 1987 with title II-A funds were used in the II-A program for academic remediation and computer literacy. In addition, the program addressed the need to assess youths before the start of the II-B program to determine those in need of remediation. At the time youths applied for services and were certified, the program either obtained current (within the past 6 months) school test results or assessed the new enrollee using the Brigance Diagnostic Test. For most participants, assessment was used because school test results were not current in April 1988 when intake was conducted.

Remediation was provided to 450 (35 percent) of the 1,300 SYETP participants. Fewer were served than in 1987 because the remediation component was lengthened. Youths were in class for 32 hours each week for 3 weeks—a total of 96 hours. Youths who tested at least two grades below their school level were eligible. According to a program official, initial results indicate that youth improved 2.9 grades in reading and 2.5 grades in math.

Farmington, Utah

Profile:	
1987 SYETP	
Administrative entity:	Davis County Employment and Training Office
Geographic area served:	Davis County
Summer unemployment rate:	5.4 percent
Funding level:	$152,000
Number served:	100
1987 Remedial Component	
Had prior remediation:	Yes
Provider:	Job Corps Center
Assessment tools:	School records, informally by office staff
Cost:	$59,500
Number served:	49
Average hours per person:	165
Youth paid to attend:	Yes - $3.35 per hour
Evaluation:	Pre- and post-program test comparison

The Davis County Employment and Training Office in Farmington, Utah, administers JTPA programs for the county. Davis County, about 15 miles north of Salt Lake City, is a mix of urban and rural areas. Layton, Utah, with about 38,500 residents, and Bountiful, about 34,000, are the two largest towns. Other towns in the county have fewer than 20,000 people.

Davis County's 1987 SYETP literacy program stemmed from a 1986 project to combat illiteracy in Utah. According to the Utah state JTPA coordinator, a synthesis of federal, state, and local interests helped create the county's 1986 Literacy Training Project. The Department of Labor wanted to test a joint effort between the Davis County Office of Employment and Training and the Clearfield Job Corps Center, while the Davis County PIC sought to improve the basic educational competency of youths entering the local workplace. The result was the SYETP literacy program, administered by the Davis County Employment and Training Office, provided by the Clearfield Job Corps Center, and monitored by the state of Utah.

The summer program targeted welfare recipients and school dropouts for enrollment, 20 and 15 percent, respectively. As a goal, 90 percent of participants were to improve reading and math skills by one grade level, and half of the participants were to earn high school credits.

Assessment and Selection for Remedial Education

The reading and math skills of all 1987 SYETP participants were assessed during the application interview. In-school applicants had to bring to the application interview a "literacy form" completed by their school counselor indicating their grade levels for reading and math. Applicants who were below grade level in either area were eligible for the literacy program. The ability of out-of-school youths to fill out the forms and conduct themselves during the interview was informally assessed by a program interviewer. If the interviewer believed they were deficient, they could be placed in the literacy program as well. Of 16 out-of-school youths who participated in the summer program, 8 were placed in remedial education.

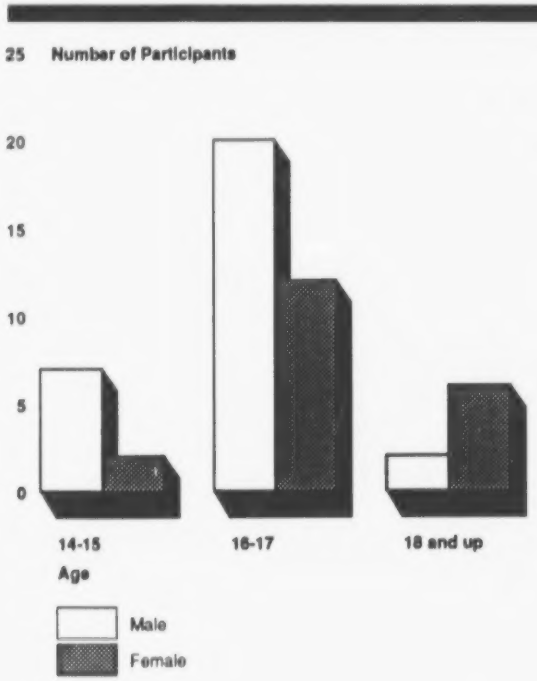
All youths deemed deficient during the initial assessment were pretested as an additional screening step. The remediation provider—the Clearfield Job Corps Center—administered McGraw Hill's standardized Test of Adult Basic Education to 57 SYETP participants to determine their grade-level performance in reading and math. Those who fell below the 7.5 grade level for reading or 7.0 for math were enrolled in the literacy program. Participants whose scores exceeded both cut-off points were transferred to the work experience portion of the program. Of the 57 youths who took the test in 1987, 50 fell below one or both cut-off scores. One youth judged in need of remediation dropped out of the program before it started, leaving 49 in remediation.

Of the 49 remedial education youths, 9 (or 18.4 percent) were receiving some form of public assistance. Additional characteristics of the remedial education youths are shown in figures III.15 and III.16.

Providing Remedial Education

The Clearfield Job Corps Center provided remediation services for the Davis County Literacy Program in a school building on the Center's facility in Clearfield, Utah. While kept separate from the Job Corps enrollees, the SYETP participants received training in the Job Corps classrooms. The program transported its youths to and from the Job Corps site.

Figure III.15: Age and Sex of SYETP Youths Receiving Remediation—Farmington, Utah

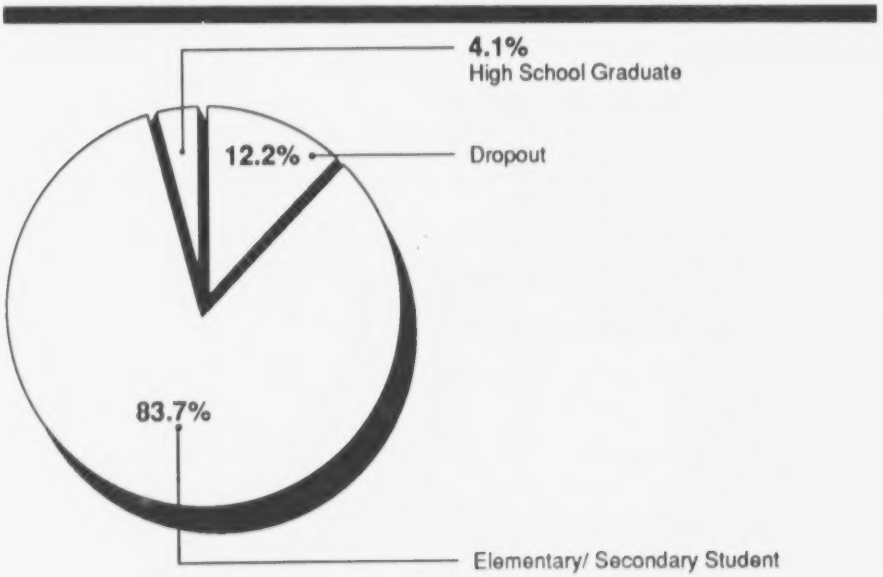


The literacy program courses occupied two 3-hour sessions, 5 days a week. Each participant attended one session and worked at the job site during the other. In-school youths received 11 weeks of remediation, while out-of-school youths spent 14 weeks in remediation.

The Job Corps curriculum consisted of reading, mathematics, and a "world of work" course. The instructors used basic Job Corps course outlines, supplemented as they saw fit. For reading and math, they combined lectures and personal tutoring—no computers were used. In the classrooms we visited, the instructors used materials geared to the individual abilities of the students. Such an approach was practical, the instructors believed, as class size averaged about 10.

The world-of-work course is a part of the Job Corps basic education program designed to expose youths to work rules, job etiquette, and real work situations, according to the Job Corps' manager of academic programs. Students are exposed to such topics as working with other people and employers, decision-making, problem-solving, and personal finance.

Figure III.16: School Status of SYETP Youths Receiving Remediation—Farmington, Utah



Also, participants share their on-the-job experiences and problems with their fellow students in class.

Program Results

To determine the level of academic achievement during the summer program, the Clearfield Job Corps Center used the Test of Adult Basic Education to pre- and post-program-test the Davis County literacy program participants. Of the 49 participants originally enrolled in the program, 36 were both pre- and post-program-tested, according to program data. Of the remaining 13 youths, 9 dropped out of the program and 4 were not present on the day of post-program-testing, a program official said.

Most of the youths in the literacy program showed an increase in their level of performance by the end of the summer program. Of the 36 youths post-program-tested, 34 (94 percent) increased their reading scores, while 2 (6 percent) declined. The average reading score increase was 2.4 grade levels—ranging from 0.6 to 6.0 grade levels. In math, 27 youths (75 percent) increased their grade level performance, while 7 (19 percent) declined, and 2 (6 percent) remained the same. The average gain for math scores was 1.1 grade levels—ranging from 0.1 to 3.3 grade levels—and the average decrease was 0.65 of a grade level--ranging from 0.2 to 0.9 of a grade level.

Outcomes of the 1987 SYETP tests indicated the literacy program was successful, according to a Davis County PIC report. The program met the objective of raising the reading levels of 90 percent of the participants by one grade level, the test data indicated, but fell short in math for which the objective was the same. Of the 36 youths pre- and post-program-tested, 33 (92 percent) raised their reading grade level by at least one grade. In math, however, only 14 youths (39 percent) raised their scores by at least one grade level.

The program met another quantifiable goal in 1987—to have 50 percent of its participants earn high school credits for their participation during the summer, according to the PIC report. The program recommended 40 of the enrolled 49 youths (82 percent) for full or partial high school credit upon completion of the 1987 SYETP, according to a program official. But she could not confirm how many of the youths' schools abided by the recommendations.

Implementation Difficulties and 1988 Program

The 1987 SYETP in Davis County was implemented smoothly because it was pilot-tested the previous year, according to the program's Assistant Director. The new JTPA amendments had no significant impact on the design of the program, she said. One planning concern identified by the staff was uncertainty over how much money the program would receive. In past years, they said, the program received supplemental JTPA funds midway through the summer program but could not count on these funds being available. Thus, it had to build in a contingency plan to add youths to the program in case the money was authorized. In 1987, the program had a waiting list of 50 youths who were interested in getting into the program, according to the Assistant Director, if supplemental funds were authorized. She added that, as they did not receive additional funds, the youths on the waiting list received no services.

The program made no changes in its 1988 program, according to this official. The program ran smoothly in its third year, she said, and accomplished its goals.

Data Supporting Figures in Report Text

Figure 2.2

Criteria used	Percent of SDAs
Reading and math tests	80
Recommendation from teachers	72
Grades from schools	65
Requests from the youth and/or parent	46

Figure 2.5

Remedial education providers	Percent of SDAs
Local school districts	71
Postsecondary institutions	42
Vocational, technical institutions	31
Community-based organizations	27
SDA staff	18

Figure 2.8

Remediation content	Percent of SDAs
Primarily academic remediation	77
Remediation was focused on world-of-work issues	14
Provided remediation specific to the job in which each was placed	3

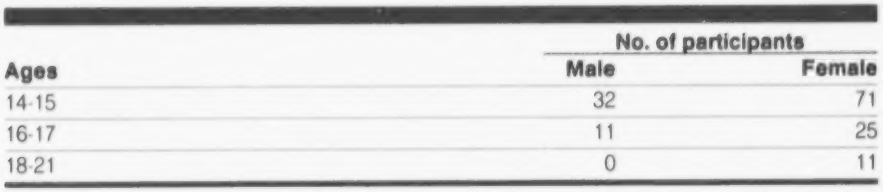
Figure 2.10

Service provided	Average weekly hours in remediation and work activities
Remediation	14
Work (remediation participants)	21
Work (nonremediation participants)	32

Figure III.1

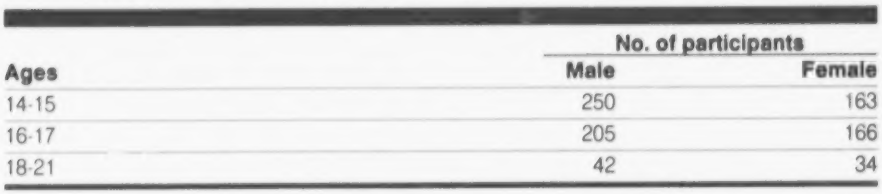
	No. of participants	
Ages	Male	Female
14-15	8	3
16-17	23	25
18-21	12	21

Figure III.3



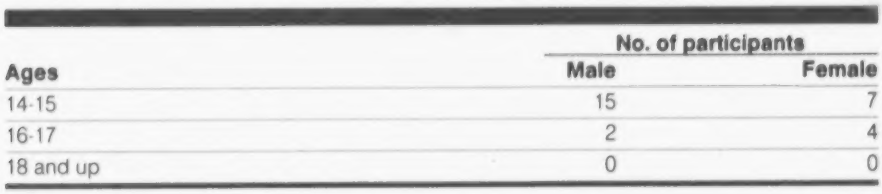
Ages	No. of participants	
	Male	Female
14-15	32	71
16-17	11	25
18-21	0	11

Figure III.5



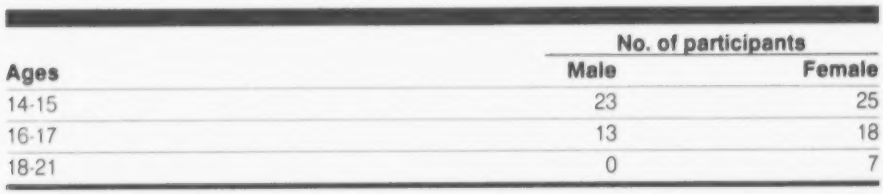
Ages	No. of participants	
	Male	Female
14-15	250	163
16-17	205	166
18-21	42	34

Figure III.7



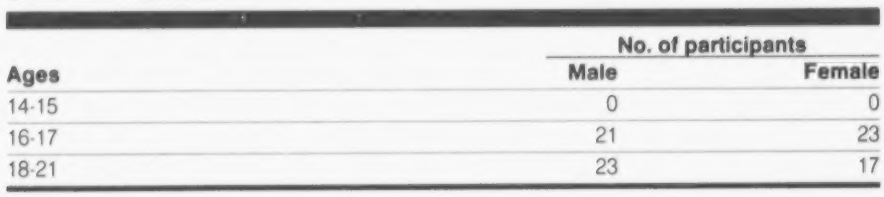
Ages	No. of participants	
	Male	Female
14-15	15	7
16-17	2	4
18 and up	0	0

Figure III.9



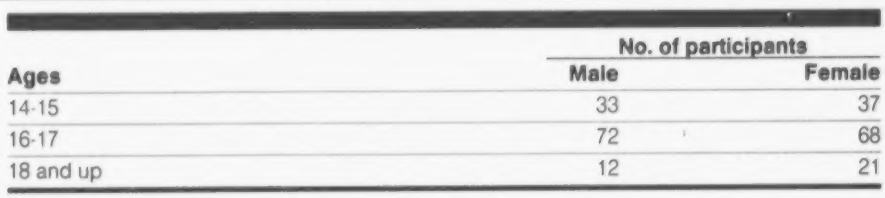
Ages	No. of participants	
	Male	Female
14-15	23	25
16-17	13	18
18-21	0	7

Figure III.11



Ages	No. of participants	
	Male	Female
14-15	0	0
16-17	21	23
18-21	23	17

Figure III.13



Ages	No. of participants	
	Male	Female
14-15	33	37
16-17	72	68
18 and up	12	21

Figure III.15

Ages	No. of participants	
	Male	Female
14-15	7	2
16-17	20	12
18 and up	2	6

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Related GAO Reports

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Youth Job Training: Problems Measuring Attainment of Employment Competencies (HRD-87-33, Feb. 11, 1987)

Job Corps: Its Costs, Employment Outcomes, and Service to the Public (HRD-86-121BR, July 30, 1986)

School Dropouts: The Extent and Nature of the Problem (HRD-86-106BR, June 23, 1986)

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